

R E P O R T   R E S U M E S

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REPORT OF THE BERKELEY SCHOOL MASTER PLAN COMMITTEE TO THE  
BOARD OF EDUCATION. VOLUME I.  
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BERKELEY UNIFIED SCHOOL DISTRICT, CALIF.

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INTERCOMMUNICATION, BERKELEY, CALIFORNIA**

THIS REPORT, THE FIRST VOLUME OF AN EXTENSIVE TWO-VOLUME  
STUDY, OUTLINES VARIOUS RECOMMENDATIONS FOR THE IMPROVEMENT  
OF PUBLIC EDUCATION IN BERKELEY, CALIFORNIA. GENERATED BY  
FIVE SUBCOMMITTEES CONSISTING OF LAY CITIZENS AND  
PROFESSIONAL STAFF, THE RECOMMENDATIONS ARE ORGANIZED UNDER  
EACH COMMITTEES SPECIFIC AREA CONCERN--(1) THE INSTRUCTIONAL  
PROGRAM, (2) SPECIAL EDUCATION AND SPECIAL SERVICES, (3)  
FINANCE AND BUSINESS SERVICES, (4) COMMUNITY ENVIRONMENT,  
SCHOOL BUILDINGS, AND FACILITIES, AND (5) SCHOOL DISTRICT  
RELATIONSHIPS. VOLUME II IS A GREATLY EXPANDED VERSION OF  
THIS REPORT AND CONTAINS A DETAILED DISCUSSION OF EACH OF THE  
COMMITTEE'S FINDINGS. (LB)

VOLUME ONE

**school  
MASTER  
PLAN  
committee**

**1965-1967**

BERKELEY UNIFIED SCHOOL DISTRICT

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE  
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REPORT OF THE

BERKELEY SCHOOL MASTER PLAN COMMITTEE

TO THE BOARD OF EDUCATION

BERKELEY UNIFIED SCHOOL DISTRICT

Berkeley, California

October 1967

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VOLUME ONE

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## FOREWORD

"...there is nothing more difficult to carry out, nor more doubtful of success, nor more dangerous to handle, than to initiate a new order of things. For the reformer has enemies in all those who profit by the old order, and only lukewarm defenders in all those who would profit by the new, this lukewarmness arising...partly from the incredulity of mankind, who do not truly believe in anything new until they have had actual experience of it...[but] where the willingness is great, the difficulties cannot be great."

Niccolo Machiavelli, The Prince

On May 25, 1965, the Board of Education of the Berkeley Unified School District initiated an experiment in community involvement in public education reaching far beyond the traditionally accepted role of citizens committees created to advise boards of education. The results of this experiment come to fruition in the two volumes of this report.

The major purpose of the Board in creating the Master Plan Committee was to obtain "the cooperative development, by a representative committee of lay citizens and staff members, of suggested programs, both short and long-range, in several specified areas." The Board of Education recognized that there would be short-term problems lending themselves to suggested immediate solutions, as well as other problems requiring solutions "more of a directional nature, that is, establishing guidelines for the District to follow over 25 or 30 years." The "several specified areas" mentioned, as may be observed from the titles of the five committees into which the Master Plan Committee was organized, covered no less than the whole spectrum of public education in the modern urban community.

Unlike previous citizens committees in Berkeley, and in most school districts, charged with specific subjects for investigation and recommendations, no limits were imposed and complete freedom was given to study and recommend.

Although members of the Committee were admonished not to treat unlimited freedom as license to dote on pet schemes and peeves, it was emphasized that the Master Plan Committee was not restricted to existing policy, program or method nor asked or expected to approve everything, or anything, in connection with the Berkeley Unified School District. Committee members were urged to test and challenge the experts, to treat expert opinion and experience as of great value but not immutable or binding. From the outset the Committee members were told not to be discouraged or deterred by answers such as "this is the law", "the staff approves" or "it has always been done". The Master Plan Committee was to be primarily concerned with what "should be" and only within that context concerned with "what is" or "what has been".

The report and recommendations amply demonstrate that the Master Plan Committee treated its liberty with restraint and took nothing for granted. The recommendations of the Committee are consistently and forcefully directed at matters found presently to be deficient or insufficient, as well as matters of momentous change and innovation.

The Committee was composed of 138 members, of whom approximately one-third were members of the District staff. The lay-citizen members were selected by the Board

of Education from nominations submitted by individuals and organizations representing every segment of the Berkeley community. The size of the Committee is evidence enough of the variety of community representation. The staff members were selected by the Board upon nomination by the Superintendent of staff members who indicated a desire to serve in the unique undertaking contemplated.

The Committee organization took the form of five separate committees, each taking as its title and subject matter one of the five areas set forth in the Board's Charge to the Master Plan Committee. Wherever possible, members were assigned to the respective committees in accordance with their indicated choice of subject matter. Each member was carried on the rolls of only one committee, although committee members were free to attend the meetings of all committees.

For each of the five committees a lay member was designated chairman and a staff member was designated vice-chairman. The chairman and vice-chairman of the Master Plan Committee, the chairman and vice-chairman of each of the five committees, the secretary to the committee and the administrative assistant to the committee functioned throughout as a Steering Committee concerned with the problems of scope, concept, form and procedure. The Steering Committee determined all major matters of policy and procedure for the Master Plan Committee.

With the exception of the chairmen of Committees I and IV, all the chairmen and vice-chairmen served throughout the entire two and one-half years. After about 15 months of work the original chairmen of Committees I and IV were both forced by pressure of professional commitments to resign. In each case their immediate successors served the entire remaining period.

After the first year of work the Committee reported to the Board of Education and recommended that the life of the Committee be extended for another year and a half in order to complete its work. To replace members who had found it necessary to resign for a variety of unavoidable reasons, 24 additional members were appointed by the Board, including several Berkeley High School students to replace those who had graduated. An impressively large number of members stayed with the Committee and worked with diligence and dedication to finish the task. Members, many of whom had already made significant contributions to the work of the Committee, who had resigned at the time of plenary sessions in September 1967 are indicated by an asterisk in the list of members.

The five committees functioned in a variety of ways. Committees I and II divided into subcommittees along subject matter lines--Committee II at one point having 22 sub and sub-subcommittees. Committees III, IV and V worked primarily as committees of the whole, although Committee V did utilize some sub structuring. The members met in committee and subcommittee meetings, worked independently on research and study, from time to time met as members of the whole Master Plan Committee, read extensively, interviewed staff members and outside experts and spent much time brainstorming and thinking through a great variety of ideas, proposals and problems. A conservative estimate of the total man hours expended would be in excess of 20,000 over the two and one-half year life of the Committee.

The Steering Committee, after lengthy debate and discussion, decided that each committee would prepare its own report and would also prepare a summary of its report for inclusion in the Report of the Master Plan Committee. Consequently, the reports of each committee appearing in Volume Two and the summaries appearing in Volume One, The Report of the Master Plan Committee, are solely the work of the respective committees and do not represent an attempt at a report approved by all members of the Master Plan Committee. However, the full report of each of the five committees was

critiqued and commented upon by each of the other four committees, and the final reports and recommendations appearing in Volume Two represent the efforts of each originating committee after receiving the views of the members of the other four committees.

In the case of Committees III and IV, the nature of their material and the manner in which they conducted their work resulted in relatively short reports, and the sections in Volume One relating to the work of these committees contain their entire report and all of their recommendations, but not the appendixes which appear only in Volume Two. It may be noted, however, that the material of Committee II in Volume One is much longer than that of the other committees. The subjects covered by that committee were more diverse and needed specific coverage. On the other hand, Committee I found certain underlying principles and ideas common to the curriculum subjects covered, and was able to frame broad, general recommendations.

The recommendations of the five committees appearing in Volume Two in great detail are the recommendations only of the respective committees. The recommendations appearing at the end of each section in Volume One were approved by the entire Master Plan Committee meeting in plenary session. They constitute the recommendations of the Master Plan Committee, although the supporting material in Volume One does not represent language or concept submitted for approval by all members of the Committee.

Minority views were freely expressed, both in committee discussion and in plenary sessions, and the recommendations which were approved in plenary sessions are those of a majority of the members of the Master Plan Committee. To give some idea of the relative size of the majority and minority with respect to recommendations approved in plenary sessions, the recommendations carry an asterisk where the vote in plenary session did not exceed 75% of the members of the Master Plan Committee present and voting. Recommendations of the originating committee which were not approved by the Master Plan Committee in plenary session are appropriately designated, as are recommendations approved in plenary session which differ substantially from those submitted by the originating committee.

It is absolutely essential for anyone interested in the work of the Committee to study thoroughly the contents of Volume Two. Volume One is in essence a summary. In nearly every instance, the significant analysis, discussion and supporting material is contained in Volume Two. Any attempt to understand the recommendations in Volume One necessitates a thorough understanding of the material in Volume Two. This is especially true with respect to the report and recommendations of Committee I. The recommendations of Committee I submitted to plenary session of the Master Plan Committee are broad in scope, ranging over the entire spectrum of the instructional program, with equally forceful application to specific curriculum areas. Any effort to interpret or adopt a policy or implement a program recommended by the Committee demands careful study of Volume Two.

Many recommendations, particularly those of Committee III, are beyond the purview of the Board of Education of the Berkeley Unified School District. It is expected that implementation of recommendations which cannot be carried into effect or adopted as policy by the Board of Education will be sought through whatever means possible, including seeking appropriate constitutional, legislative and administrative change at both the state and federal levels. The fact that a recommendation cannot be promptly implemented by the Board of Education does not indicate that it is of any lesser significance. In fact, such recommendations perhaps are of greater significance, for they require the Board of Education to exercise leadership beyond the

confines of the District, to bend its efforts to bring other agencies and organizations to a policy which will produce the highest quality education not only in Berkeley, but elsewhere in California and the nation.

Many subjects of intense interest and concern either could not be included in the work of the Master Plan Committee or were intentionally not treated separately. Contrary to the urgings of several committee members, racial integration was not treated as a separate subject for study or recommendation. The Steering Committee early decided that the issue of racial integration could not be treated in isolation, but was an integral part of the substantive subject matter of each committee. The consistent emphasis in the reports and recommendations of each committee upon racial integration as a key element in quality education evidences the correctness of the decision of the Steering Committee. The problems of internal budgeting and "costing" of programs was entirely omitted from the work of Committee III, as was the subject of grading from the work of Committee I. Limitations of time precluded consideration of these vital matters.

Similarly, two-thirds of the way through its work, Committee IV was asked to undertake study of the desirability of the District acquiring a large parcel of previously unavailable land for possible use as some form of educational park. Committee IV interrupted its work, studied the matter and made a separate report to the Board of Education recommending acquisition. As a result, the Master Plan Committee assignment of Committee IV had to be circumscribed and its report and recommendations are not as extensive as would otherwise have been expected.

In a real sense the work of the Master Plan Committee has just begun. In the next phase of "master planning", the Board of Education and the Berkeley community must review and consider for adoption and implementation, now or in the future, the recommendations of the Master Plan Committee. A task apparently overwhelming at the outset has been completed. We believe the overview of the Berkeley Unified School District which is represented in the Report of the Master Plan Committee can and should be of extreme value to the District and to those who so often look to the District for leadership. We trust the efforts of this Committee will not have been wasted.

"Life is a miracle; life is a challenge; life is a task. And no sooner is one task finished, then another is waiting behind it ready to be taken on."

Anon.

October, 1967  
Berkeley, California

MARC H. MONHEIMER, Chairman  
School Master Plan Committee

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Mrs. Mary Elizabeth Sullivan  
    (deceased)  
Dr. J. S. Summersette  
Mr. Curt Sutliff\*  
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    Comm. I & II Consultant  
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Mr. Louis Zlokovich  
    Comm. IV Vice-Chairman  
Dr. Michael Zwerdling

\* Members, many of whom made significant contributions, who were not members of the Committee at the time of plenary session for a variety of reasons, such as illness, press of other responsibilities, or departure from the community.

CHARGE TO THE SCHOOL MASTER PLAN COMMITTEE FROM THE BOARD OF EDUCATION

(Delivered by President Carol Sibley, May 25, 1965)

It is a particular pleasure to greet you tonight as you assemble for this organizational meeting of the Berkeley School Master Plan Committee. Many of you we know from past services. Many of you we have chosen because of high qualifications noted in your nomination papers. Berkeley is indeed fortunate to have within its citizenry such a wealth of people of vision, of skill, and of dedication to the best ideals of education for all its children.

Choosing this Committee was one of the most demanding tasks that has faced this Board. We sought for balance, for excellence, for a broad range of ages, neighborhoods, philosophies, and fields of competence. Many of the people we did not appoint would have made commendable members of this group. But we are satisfied that our long careful search for the best committee possible (and for the best chairman and vice-chairman of that committee) has been successfully concluded.

We look to you now for intelligent, thoughtful consideration of the problems that all of us on the Board feel demand wide attention and creative solutions if our children are to be educated for living in the challenging years of the future.

The major purpose which the Board of Education has in convening a large committee of this type is the cooperative development, by a representative committee of lay citizens and staff members, of suggested programs, both short range and long range, in several specified areas. Some of the problems in the designated areas will be of short term nature and will lend themselves to suggested immediate solutions. Other problems will be more of a directional nature, that is, the establishing of guide lines for the District to follow over 25 or 30 years.

The areas to which we would like to have the Committee address itself are as follows:

1. The Instructional Program: This includes the regular program offered children from kindergarten through the 12th grade.
2. Special Educational Services: This area includes such programs and services as EMR, TMR, blind, aphasic, pupil personnel services, adult education, "special fund" projects, preschool and child care programs, etc.
3. Finance and Business Services: Included here are the financial needs of the District, how funds are to be raised, and the effective functioning of the business services.
4. Community Environment, School Buildings, Facilities: This area would include a study of the community, District building needs, and the development of ways to provide for maximum use of facilities that we now have. The increased use of school facilities as community centers could well be considered as part of this topic.
5. Relationships Between the School District and Others: This topic includes the relationships of the District with the community of Berkeley; with other districts; with the City Government; with the various levels of government, such

as county, state and federal; and with other local agencies. This area would be concerned not only with what the relationships should be but with developing recommended mechanisms for achieving the desirable relationships.

These are the areas with which the Board would like to have the Committee begin its work. We are initiating this study with these specified areas in the hope that the Committee's efforts will not be diluted by attempting to cover too broad a ground. If, however, as the study develops, the Committee feels it important to consider subjects that do not fall into the above-mentioned areas, the Board would give careful consideration to suggestions that the assignment be expanded.

We hope that the Committee will devote its main efforts to the guide line or policy level, rather than becoming too involved with the detailed mechanics of the schools' operation. For example, we do not expect this Committee to develop courses of study for specific subject areas. This kind of curriculum development is quite properly the role of the staff.

While the development of short and long range programs for the School District over the next period of years is the primary object of this Committee, there are other purposes which we hope will be accomplished in the course of your deliberations. We hope that a committee with this type of make-up will provide an opportunity for an extensive exchange of ideas between lay citizens and staff members, as well as between individuals within each of these categories. We hope that this Committee will serve as the means for bringing to bear on school problems a wide range of thoughtful opinion from the community and from the school staff.

While the formal membership on this Committee is restricted to the list which has been announced, we hope that the Committee will avail itself of the help that can be provided by others. As far as the Board is concerned, the Committee is not limited in its use of other citizens in the community and other staff members in various phases of the Committee's study. The Committee may obtain access to any school staff member and any other information which the schools possess which legally can be made available. There are legal restrictions on certain types of pupil or staff personnel data. However, where possible, the Committee will be provided the information it needs to proceed with its work. Procedures for obtaining this information will be developed and announced later.

At the same time, we feel it highly important that the Committee be able to receive suggestions, help, and ideas from the community at large. We hope that the Committee will early develop procedures whereby members of the community can make their ideas and suggestions known to the Committee. We also hope that the Committee will hold public hearings as it feels necessary to obtain further community thinking. In short, what we are after is broad staff and lay citizen participation in the formulation of the suggested programs which the Committee will bring to the Board.

The organization of the Committee deserves some comment. While citizens' committees are frequently used by many districts, including this one, this Committee is one of very few examples of a large committee involving both lay citizens and staff people as full members. Approximately one-third of you belong to the school staff. We have established this Committee with a lay citizen chairman to be the presiding officer and to give general direction to the Committee's functioning. He will be responsible for appointment of subcommittees and for supervision of their operation. The vice-chairman is a staff member who will be responsible for the needed executive and administrative support. He will also be responsible for liaison between the Committee and the District staff.

It is obvious that very little original detailed work can be done by a committee of this size. We expect that the Committee will be divided into subcommittees in major areas, and each of these subcommittees into smaller subcommittees, or task groups, where needed to do the detailed work on each subject. We recommend that the same type of lay citizen chairman and staff vice-chairman relationship be used in the organization of the subcommittees.

In examining the list of staff members that have been appointed to serve as members of this Committee, you may have noticed that Dr. Sullivan and Dr. Maves were not included. They have decided that it would be best if they were not formal members but should be considered as ex officio consultants to the Committee. They will, of course, be anxious to help the Committee in any way possible and in the course of your study will be making many suggestions.

The Board is flexible insofar as the schedule of committee operation is concerned. However, this should be considered as an ad hoc rather than a permanent committee. We consider that the initial appointment of the Committee is effective through the coming 1965-66 school year. We would like a general report of progress in May of next year, at which time it can be determined whether the Committee's work is complete or whether it should be continued for another year. In the interim there may well be many occasions when the Committee will wish to make reports to the Board on specific, short range questions or problems. While we will encourage this type of communication, we also will respect the independence of the Committee during its study in the areas assigned.

On behalf of the Board of Education, I should like again to thank each of you for your willingness to devote the time and effort necessary in this service to the children of our schools and to the people of Berkeley. May your hours spent in hard and thoughtful study give to each of you the rewarding satisfaction of participating in one of the most important subjects of our time.

COMMITTEE I - THE INSTRUCTIONAL PROGRAM

Robert Baldwin  
Chairman, 1966-67

Felix Stumpf\*  
Chairman, 1965-66

Dr. John Matlin  
Vice-Chairman

Mr. Richard J. Annesser  
Mrs. Morley Baer  
Mrs. Frederick Balderston  
Dr. Jay Ball  
Mrs. Raymond Barnett  
Mrs. Gilbert Barron  
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Mr. Allan Goldstein  
Mrs. Fred Hellman\*  
Dr. Leon Henkin\*  
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Mr. Burnell Johnson  
Mr. Richard Jorgensen\*  
Miss Joan Joy

Miss Brigida Knauer\*  
Dr. Gertrude Machlis\*  
Mr. Carl Mack  
Mr. John Manley  
Mr. Ralph Miller  
Mr. Astor Mizuhara  
Mrs. Ruberta Pearce  
Dr. Sanford Plainfield\*  
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Mr. Lynn Reynolds  
Mr. Bruce Riordon\*  
Mrs. Anneliese Roda  
Mrs. Mark Rosenzweig  
Dr. Sandra Rudnick\*  
Rev. Joseph Sakakibara\*  
Mr. Arthur Shearer\*  
Mrs. Jesse Stevenson  
Mrs. Shirley Stigall  
Mr. Lyndon Vivrette\*  
Mr. Leander Walker  
Mrs. Charles Williams  
Miss Edith Williams\*  
Mrs. Faricita Wyatt

Dr. Joseph N. Rodeheaver, Consultant  
Mr. Robert Whitenack, Consultant  
Mrs. Harriett Wood, Consultant

\* Members, many of whom made significant contributions, who were not members of the Committee at the time of plenary session for a variety of reasons, such as illness, press of other responsibilities, or departure from the community.

## COMMITTEE I - THE INSTRUCTIONAL PROGRAM

### INTRODUCTION\*

Modern man faces an awesome dilemma. On the one hand a technology of mechanization, automation, and cybernetics invented to promote historical and human values is being perfected. This technology must be admired. On the other hand, this technology is fearsome, for it promotes qualities of living that are in direct conflict with human values. There seems to be evolving a depersonalization of man--with potential for mastery of means achieved with the emptiness of ends. To add to the agony of this dilemma is the fact that within the human context there are inequities in participation in that technology and in the exercise of human rights.

However, man is biological, not mechanical. He should gain power and options for knowing and doing as his senses are extended through technology. What is important is how man thinks about machines and how man thinks about man, for machines can now release man from the yoke of mechanized partnership to the freedom of human activities. Does the future technical perfection mean a life of incredible richness and awareness or a dreary, boring and joyless existence?

The Berkeley Unified School District's Educational Policy, adopted in March 1964, states:

"We desire each individual to achieve the promise that is in him, to be worthy of a free society and to be capable of strengthening that society."

To guarantee the viability of this democratic society, it must also be recognized that we are part of a world of shrinking physical dimensions, but of exploding dimensions of knowledge and human relations. Education must reflect these changing dimensions and provide access to truth and reality for all children.

It is imperative that we teach our children a profound commitment to deep and enduring human values, including the integrity of self, the dignity of the individual, and the ability to develop loyalty and appropriate commitments. Thus, these values include the qualities of self-awareness and self-assurance; introspection and consciousness; responsibility and respect for and sensitivity to the needs of others; the ability to empathize with the griefs and joys of others; to ask of others while still according them individual existences; and to contribute toward the needs and successes of the group while preserving an interior freedom and integrity.

The curriculum, instruction and organization of our public schools must be based upon such human values and must aid students in their search for and realization of these values. Implementation of this philosophical theory will place all socio-economic classes, races and national groups of Berkeley public school children in an integrated school environment. Excellence in education cannot be achieved without achieving such integration. Integrated schools will develop the

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\* Many of the thoughts expressed here were found in an address given before the National Conference of State Legislators by C. R. DeCarlo, Director of Automation Research, IBM Corporation, as reported in Educational Technology, March 15, 1967, pp. 1-8.

self-fulfillment and social responsibility necessary for effective participation in a world characterized by economic, political and cultural interdependence. Proceeding from these philosophical considerations to the present instructional environment, we observe contradictions:

1. Man should be integrated in all his facets and well-rounded in his understandings; yet subjects are taught in isolation as though they were not interrelated. Students are taught in separate modules of curriculum, so that content is not related to content nor student related to student.
2. The integrity of the individual is of prime concern; yet diagnosing, prescribing and evaluating is done by group rather than for each individual, and often in narrow bands of subject matter.
3. The individual must achieve self-awareness and self-assurance; yet teaching is in groups that tend to make self-awareness become a realization of self-denigration for many.
4. Each individual must be prepared for a productive life in the future; yet the student is prepared for that future productivity with the instructional materials and outlook of the past.
5. Creative use of leisure time is a vital necessity; yet education focuses narrowly on academic achievement and utilitarian accomplishment.
6. Each individual is responsible for defining and preserving human values; yet citizens hesitate to assume responsibility for helping to establish those values and for committing themselves to preserve those values.

The recommendations relating to the instructional program are based upon the above philosophy of human values and attempt to resolve the above contradictions.

#### SCOPE OF RECOMMENDATIONS

The recommendations which follow represent a consolidation of the recommendations relating to the instructional program appearing in Volume Two, which, if taken individually, would have been too numerous and specific for the purposes of this Report of the School Master Plan Committee. In curricula such as Communications Skills and Language Arts, Mathematics, Science and Social Studies, broad recommendations cutting across each discipline were found appropriate. In other curricula, such as Vocational Education, Foreign Language, Creative Arts and Physical Education, specific recommendations were deemed necessary. A full understanding of the dimensions of the work of the Committee on the Instructional Program, including its specific recommendations in each of the areas studied, requires reference to Volume Two. The areas of study by the committee were:

Communications Skills, Language Arts  
Foreign Language  
Mathematics  
Science  
Social Studies  
Creative Arts  
Vocational Education

Physical Education  
Elementary School Structure  
Tracking  
Teacher Recruitment, Retention and Release  
Length of School Day and School Year  
Instructional Materials and Libraries

One further point must be noted. There is danger that in our zeal to make constructive educational changes, we may overlook the role of the classroom teacher. While this role may well be changing, we still recognize the classroom teacher as central to the learning process.

The Committee on the Instructional Program is concerned that adoption and implementation of its recommendations not make demands on teachers which compromise their effectiveness. Further, assistance extended to teachers should not result in a diminution of their central role.

#### CURRICULUM ORGANIZATION

The existing freedom of the professional staff to develop curriculum is valuable, and as much freedom as possible should be maintained. However, to ensure vertical and horizontal integration of subject matter, District policy and guidance on the larger philosophies of instruction must be spelled out and implemented.

Responsibility and authority for curriculum administration at all levels should be more clearly defined to ensure effectiveness. The administrative structure must ensure vertical and horizontal communication among people in the same field or related fields. Because they are necessarily deeply involved in implementation of decisions, teachers, curriculum associates and consultants, and principals must share responsibility in the decision-making process on curriculum matters.

It is recommended:

1. That curriculum be reorganized to ensure both vertical (in sequence) and horizontal (relationships among subjects) integration of subject matter.

#### CURRICULUM GUIDES

Curriculum guides at every level and in every area should be sufficiently practical and definitive to assist the classroom teacher in developing an adequate instructional program.

Courses of study, with enabling materials, must be continuously revised by the teaching staff, assisted by curriculum experts from within and without the District. Facts and skills appropriate to a given course constantly change and such changes are occurring at an accelerating rate. It is imperative that those involved in curriculum revision have surveyed current research and development, current textbooks and materials in their own fields.

It is recommended:

2. That curriculum guides defining scope and sequence be developed and continually reviewed and revised, primarily by the teaching staff assisted by the curriculum consultants and outside experts -- the content to be based on specific instructional objectives.

## PUPIL EVALUATION AND DIAGNOSIS

There is a tendency to diagnose needs and evaluate achievements of students in terms of groups, but the need is to reach each student as an individual. A program of evaluation and diagnosis should utilize current tests and other procedures relating to modern curriculum and approaches.

Ways should be explored to find means of evaluating growth in areas that do not lend themselves to customary testing. Evaluation procedures are not to be considered as an end in themselves but should be related directly to the instructional program, e.g., in terms of mastery of concepts and skills as specified in curriculum guides.

Early diagnostic testing should be used regularly to identify those children with physical, mental and/or emotional barriers to learning and to provide specific programs for them. Ways should be explored to meet individual needs in different subject matter. This is particularly important for the alienated student and the underachiever. Problems appearing in later years could have been diminished or avoided entirely, if they had been diagnosed and acted upon in the early years the student was in the school environment. Non-traditional methods might be used to teach content in order to take into account different learning styles.

It is recommended:

3. That there be a continuous program of individual evaluation and diagnosis for each student at each age level within the context of our educational goals.

## GROUPING OF STUDENTS

The present system of homogeneous ability grouping should be discontinued, since it inhibits the educational goals sought for all children. Heterogeneous classroom grouping (heterogeneous as to race, ability, cultural and economic factors, etc.) is a practical alternative when the ingredients of skilled teachers, imaginative instructional methods, and a flexible approach to time periods, class size and curriculum content are combined.

It is recommended:

4. That the Board establish the goal of heterogeneous grouping as the dominant classroom grouping structure within which flexibility, in the form of a variety of grouping criteria, can be used. Further, that the Board direct the staff to prepare plans indicating how the transition to heterogeneous grouping should be accomplished -- at both the secondary and elementary levels -- and that this transition must promote high standards of educational excellence for all.

## **FLEXIBLE USE OF FACILITIES, SPACE AND TIME**

The school system seems unduly inhibited in its thinking on the use of facilities, space and time, characterized by inflexibility with respect to uniform class size and school hours.

Flexibility in use of facilities must be encouraged. Class size should be fitted to meet the needs of subject matter, mode of instruction, and individual students.

Flexible scheduling is imperative. Time allotment should be dependent on subject matter, mode of instruction and student needs. Time can be divided into "blocks", some reserved for subjects which lend themselves to daily allocation of a given amount of time--the traditional arrangement. Other time blocks can be reserved for subjects lending themselves to longer periods at less frequent intervals--certain creative arts, science laboratories, vocational classes and physical education.

There is much stress on the necessity for more time being added to the study of a variety of subjects. Decisions must be made that will guarantee the best use of time for the student.

It is recommended:

5. That facilities, space and time be used more flexibly.

## **LENGTH OF SCHOOL DAY AND YEAR**

Greater flexibility in class scheduling and more individualized instruction are needed. The quality of educational experience can be enhanced by extending the school day and year, without necessarily using the extra time for more subject matter. Careful pacing of and thorough exposure to existing courses of instruction should be the objectives.

It is recommended:

6. That the length of the school day and school year be flexible to enhance the quality of educational experience without increasing subject matter.

## **INSTRUCTIONAL MATERIALS, SERVICES AND FACILITIES**

Schools for tomorrow should provide learning facilities that promote large and small group instruction, as well as individualized learning. The teaching-learning process should be based on viewing and listening as well as reading skills. Learning should be implemented by means of special facilities for programmed instruction, language laboratories, specialized viewing and listening centers, closed circuit television, and computer-based information retrieval systems. Carrels--individual study cubicles--should be provided for independent study.

It is recommended:

7. That the District expand services, including materials, equipment and specialized personnel, available for the instructional program at the District level and in each school.

## EXPERIMENTAL AND PILOT PROGRAMS

Innovation is an essential part of the teaching function. Good teachers are continually innovating as they try to stimulate students and individualize instruction. The District should encourage and support innovation in instruction. At the same time, supervision for coordinating and evaluating experimental projects should be strengthened. This should include advance planning for adoption of successful projects. A definite portion of the budget should be allotted to research and evaluation. There must also be safeguards against student over-exposure to "experiments".

It is recommended:

8. That teachers be positively encouraged to try new approaches to instruction but that administrative responsibility for planning, coordinating, evaluating and communicating such innovations be more clearly defined.

## USE OF SPECIALISTS

At the elementary level, it is generally recognized that the classroom teacher has the major responsibility and is the mainstay of the system. There are times, however, when specialists are needed. These times are dictated by the nature of the material to be presented and the qualifications of the classroom teacher concerned. It is the responsibility of the District to ensure the availability of specialists and supporting personnel and to see that they are used to advantage.

It is recommended:

9. That greater use be made of specialists and supportive personnel at the elementary level.

## IMPORTANCE OF ELEMENTARY EDUCATION

It is apparent that many of the problems facing teachers and students alike at the secondary level could have been diminished or avoided entirely if they had been diagnosed and remedied at the elementary level. A student's interest in and understanding of science, for example, can be greatly affected by the amount and quality of his exposure to it in the early years.

It is recommended:

10. That more resources, human and other, be concentrated at the elementary level.

## FOREIGN LANGUAGE

Every child should be given the opportunity to achieve competence in a foreign language at the elementary level -- the age when a child can readily learn a second language. The foreign language program can be made more meaningful at all levels. Better use of community resources can provide real life experiences and make the study of foreign language more relevant.

**It is recommended:**

11. That foreign language study be required at the elementary level for at least three consecutive years, and be intensive enough hopefully to result in significant learning each year.

#### **CREATIVE ARTS**

The general curriculum should be enriched by greater emphasis on the role of the creative arts in man's existence. Expanded facilities and greater use of trained specialists should be provided at all levels. Many parts of such a program can be implemented immediately; others are necessarily of a longer term nature.

**It is recommended:**

12. That the District's approach to the creative arts (art, dance, drama and music) be revised and reoriented to broaden the base of student participation at all grade levels and to place the arts at the center, not the periphery of our culture.

#### **VOCATIONAL EDUCATION**

Gross distinctions between academic training on the one hand and vocational training on the other should be removed. To varying degrees students need exposure to and knowledge of the job choices they must make in the future. They can use specific skills now. Above all, they need to feel a relevance of subject matter to career possibilities. Further, without a good grounding in history, mathematics, social science, foreign language, science and the arts, a student's career potential is seriously compromised.

**It is recommended:**

13. That the District's approach to vocational education be revised to reflect a "career exploration and training" viewpoint and vocational curriculum be integrated with that of academic subject areas.

#### **PHYSICAL EDUCATION**

The physical education program in the Berkeley schools can be improved by providing better facilities. One goal of the program should be to provide each student with competency in a sport in which he can participate in later life. Participation in the program should be compulsory even if state requirements in this regard are dropped. Further, scheduling of physical education classes at the secondary level should be more flexible so as to permit longer time periods for activities.

**It is recommended:**

14. That a flexible and creative physical education program be required for Berkeley students with even more emphasis on the current "life skills" program.

## INSERVICE TEACHER EDUCATION

Partial compensation should be provided for projects of study, travel, and inservice training. Inservice training courses should be upgraded in content and instruction, using District resources and those available at the University of California and other institutions of higher learning. More sabbaticals should be made available and encouraged.

It is recommended:

15. That teachers be affirmatively encouraged to continue their education and to keep up with research and developments in their own fields.

## TEACHER SALARIES

Salaries must be sufficient to attract and hold in the classroom the best possible teachers. Development of criteria for the evaluation of teacher performance is needed. Such criteria should recognize teachers' creative efforts and professional involvement in local, regional, and national educational projects.

It is recommended:

16. That there be a plan for administration of teacher salaries which recognizes and encourages excellence in teaching.

## STAFF-LAY CITIZEN PARTICIPATION IN PROGRAM PLANNING AND EVALUATION

Continual lay-professional evaluation of and challenge to the instructional program should be provided, presumably by means of a standing advisory committee appointed by the Board of Education. Such a committee would generate greater community involvement and be a further means of communication between the community and the staff.

It is recommended:

17. That there be means for continual lay-professional evaluation of and challenge to the instructional program.

## RECOMMENDATIONS RELATING TO THE INSTRUCTIONAL PROGRAM

(Approved by the School Master Plan Committee in plenary session  
by more than 75% vote unless otherwise noted)

It is recommended:

1. That curriculum be reorganized to ensure both vertical (in sequence) and horizontal (relationships among subjects) integration of subject matter.
2. That curriculum guides defining scope and sequence be developed and continually reviewed and revised, primarily by the teaching staff assisted by the curriculum consultants and outside experts--the content to be based on specific instructional objectives.
3. That there be a continuous program of individual evaluation and diagnosis for each student at each age level within the context of our educational goals.
4. That the Board establish the goal of heterogeneous grouping as the dominant classroom grouping structure within which flexibility, in the form of a variety of grouping criteria, may be used. Further, that the Board direct the staff to prepare plans indicating how the transition to heterogeneous grouping should be accomplished--at both the secondary and elementary levels--and that this transition must promote high standards of educational excellence for all.
5. That facilities, space and time be used more flexibly.
6. That the length of the school day and school year be flexible to enhance the quality of educational experience.\*
7. That the District expand services, including materials, equipment and specialized personnel, available for the instructional program at the District level and in each school.
8. That teachers be positively encouraged to try new approaches to instruction but that administrative responsibility for planning, coordinating, evaluating and communicating such innovations be more clearly defined.
9. That greater use be made of specialists and supportive personnel at the elementary level.
10. That more resources, human and other, be concentrated at the elementary level.
11. That foreign language study be offered at the elementary level for at least three consecutive years, and be intensive enough hopefully to result in significant learning each year.\*\*
12. That the District's approach to the creative arts (art, dance, drama and music) be revised and reoriented to broaden the base of student participation at all grade levels and to place the arts at the center, not the periphery of our culture.

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\* Amended by the School Master Plan Committee in plenary session.

\*\* Not the original recommendation of Committee I (see Page I-7).

13. That the District's approach to vocational education be revised to reflect a "career exploration and training" viewpoint and vocational curriculum be integrated with that of academic subject areas.
14. That a flexible and creative physical education program be required for Berkeley students with even more emphasis on the current "life skills" program.\*
15. That teachers be affirmatively encouraged to continue their education and to keep up with research and developments in their own fields.
16. That there be a plan for administration of teacher salaries which recognizes and encourages excellence in teaching.
17. That there be means for continual lay-professional evaluation of and challenge to the instructional program.

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\* Received approval by the School Master Plan Committee in plenary session by more than 50% but less than 75% vote.

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## COMMITTEE II - SPECIAL EDUCATION AND SPECIAL SERVICES

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Vice-Chairman

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Mr. Palmer Whitted\*  
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Mr. Robert Whitenack, Consultant  
Mrs. Harriett Wood, Consultant

\* Members, many of whom made significant contributions, who were not members of the Committee at the time of plenary session for a variety of reasons, such as illness, press of other responsibilities, or departure from the community.

## COMMITTEE II - SPECIAL EDUCATION AND SPECIAL SERVICES

### INTRODUCTION

The report of Committee II was prepared by eleven subcommittees. The present document is a compilation of separate reports of these subcommittees, reflecting the common concerns that reappear in each report and form a general philosophy of Special Education and commenting on the development of program for specific groups of exceptional students. These common concerns are the relationship of special educational techniques and program to the general school program; identification and evaluation of students, personnel and administration; parent relationships; interaction with other community agencies; funding; and intergroup relations.

#### Historical Perspective

Special education has developed in response to the needs of children and young people differing significantly from other children. In general, special education is provided through legislation prompted by parent and educator concern. Legislation has been written for each new category of need, establishing administrative regulations, supplementary public funding and additional personnel training requirements.

The earliest categories were for children who were blind, deaf, or otherwise physically handicapped--limitations so major as to be easily identifiable as well as mercifully few in number. Next came classes for children with marked intellectual limitations, the mentally retarded. During the early years of this century, from broader segments of the community came organized efforts for early childhood and adult education. Increasing urbanization brought a need for vocational counseling and continuation education. Vocational counseling was soon followed by recognition of the need for psychologists and social workers in the schools. Increased complexity of school and society brought a need for specialized attendance staff.

Since World War II, organized educational efforts have developed to meet the needs of children of high potential and of children with brain damage resulting from birth injuries. Special efforts were begun to alleviate limitations in the basic communication skills of speech and reading. Interestingly, in Berkeley speech therapy is administered by the Director of Special Education, while remedial reading remains assigned to the Directors of Curriculum.

Most recently, major developments in sociology, medicine and education have directed attention to the "educationally handicapped"--children with emotional and neurological limitations to their ability to learn--and to the "culturally disadvantaged"--children whose normal or superior abilities are limited by their environment. With the addition of these two categories, each represented as affecting 5-20% of the students in the Berkeley schools, Special Education is no longer concerned with isolated phenomena which can be accommodated without disturbing the regular school program. It has become a major influence, not only upon what and how we teach our children, but upon the kind of world in which they will live.

In the earlier period of Special Education parents and staff sought to provide for the special needs of a handicapped child so that he could obtain some formal education. Today, however, larger and larger numbers of individuals are separated from

the majority of their fellow students, thereby identifying them as belonging to minority groups and impairing their overall potential. Table One shows the numbers of individuals served by special services in Berkeley.

TABLE ONE

Numbers of Individuals<sup>a</sup> Enrolled in Special Programs  
and/or Receiving Special Services<sup>b</sup> in Berkeley 1966-1967

Adult Education.....	10,647
Aphasia.....	16
Blind.....	35
Child Welfare and Attendance.....	1,047
Compensatory Education.....	3,588
Continuation Education.....	556
Early Childhood Education.....	439
Educationally Handicapped.....	268
Guidance Referrals.....	439
High Potential <sup>c</sup> .....	1,070
Home Instruction - Physically Handicapped.....	80
Home Instruction - Educationally Handicapped.....	37
Mentally Retarded - Educable.....	170
Mentally Retarded - Trainable.....	51
Psychology Referrals.....	583
Speech Therapy.....	834

<sup>a</sup> The numbers indicate how many individuals participated during the year; in most instances they exceed the number enrolled at any one time. Further, no effort was made to calculate duplications, i.e., continuation students referred to Guidance.

<sup>b</sup> Although the Committee studied counseling as a special service, there is no entry in this table for the number of students counseled. All secondary school students and some Whittier pupils had one or more contacts with a school counselor.

<sup>c</sup> Exclusive of testing. Referrals for testing as possible high potential are included in the Referrals to Psychology. The ratio of children identified as gifted when applied to K-12 indicates that there are over 2,000 in the District.

Relationship to Regular School Program

With the large increase in numbers of students and significance of Special Education, it becomes apparent that Special Education cannot be "separate education", but rather is a major tool in the overall effort to "individualize" the education of each child in response to his particular needs, potentials and goals. Thus, there is established a basic premise that there are needs common to all children--the need for individual attention, positive recognition, physical and mental stimulation, and skills for everyday living. A corollary is that every student's differential program will at some time need special educational services, whether they be individual creative arts lessons, remedial reading, psychotherapy or some other type.

The educational goals for the exceptional child are the same as those for the average child. To paraphrase Arthur Pearl, who has worked extensively with poor children, dropouts, retarded children and teacher training, these goals are that each student shall have a marketable skill with a range of choices; that he be a responsible citizen in a democratic society; that he be responsive to the arts as audience if not performer; that he be able to gain satisfaction from interaction with other people.

The challenge is to provide for the exceptional needs of children identified in one or another special category, while keeping such children within the mainstream of student interaction. Many exceptional children can and should be helped in the regular classroom with the use of new and flexible techniques by teachers, aware of their deeper responsibilities, working in close collaboration with the Special Education staff. Other children will need supplemental services ranging from short-term assistance for a specific ability or disability, outside a regular class but still within the schools, to a continuing total therapeutic educational program with school personnel working with and through other community agencies.

#### Identification and Evaluation

In order to consider all children in the schools on a continuum from the most severely handicapped through the average to the most able, each child should receive an early appraisal of his learning style, ways of perceiving the world and special abilities or disabilities. No across-the-board testing of students yet exists to determine which need special help. Under the present system it is only failure or extreme concern about performance that leads to special evaluation and programming. It is axiomatic that the earlier a child's special needs are identified and met, the better the educational prognosis and the lesser emotional cost to the child. Individual growth and change also require that case finding and revised programming be available at all levels of the school system.

Due to the interrelation of intellectual, physical, emotional and environmental factors in performance, selection of a student for any special service or program should be the responsibility of a screening or admissions committee. Members of such a committee should vary according to the nature and extent of the condition being evaluated. In general, it should include those professional persons who have made individual evaluations of the student, the student's teacher and/or parents, and the principal of the school the child is or may be attending. Collection of all data relevant to a given child should be the responsibility of one staff person assigned to that child. This process would be greatly improved by the increased use of more sophisticated data processing equipment. The core screening committee may call upon a number of additional professional persons, in the schools or from other community services, in determining the best possible plan for that child's successful educational experience. The staff person assigned should carry the responsibility for initiating periodic review of the student's progress and development.

Evaluation of students must continue to be responsive to new research insights into human behavior and the impact of technological advances on human events. It is likely that more rather than fewer students will be recognized as needing special services. The relationship between the cause or nature of a problem and the proper educational solution will continue to be debated. The research itself should be designed and encouraged in response to student needs that emerge from the evaluation process.

### Staff and Administration

The functioning of a screening committee closely parallels the interrelationship among classroom teachers working as a team with a given group of students. Each one contributes special subject matter knowledge and slightly different relationships with students. These teacher-student relationships are the key to success of the educational process. Classroom teachers have the greatest opportunity to recognize individual student strengths and weaknesses. Maximum effectiveness of special techniques and supplemental services requires their acceptance and use by all teachers.

There is need, therefore, for district personnel policies to give greater recognition to individual characteristics of teachers and to balance teacher strengths and weaknesses within a teaching team and in relation to the individual and group characteristics of the students to whom the teacher is assigned. Staff attitudes, perceptions, training and experience are variables that directly affect the success of school programs, particularly in working with exceptional students who, in general, are more demanding and perplexing than other students.

Teaching of exceptional students requires knowledge of both general and special educational curriculum and techniques, plus extensive training in methods of dealing with motivation, attitudes and emotional needs. The consensus is that special education teachers and therapists must have particular interest in the specific type of student they are teaching and have demonstrated their ability to work successfully with them.

While all teachers should be encouraged to refresh their skills in the nature and needs of students with special attributes, it is essential for special teachers and therapists periodically to expand their knowledge of their specific areas not only through inservice training but by attendance at workshops, institutes and classes at higher educational institutions.

A characteristic of special education is that new curricula and teaching methods are readily tried in attempts to meet special needs, partly because existing methods have been unsuccessful or inadequate and partly because groups have been smaller and more homogeneous. This characteristic should be encouraged and results of these efforts constantly evaluated to discard those that do not work, and to adopt into regular curriculum those that do work.

In order to maintain the desired fluid relationship between regular and special students and their curricula, administration of special education has several significant functions. The first is to establish clearly the roles, functions and limitations of the various staff specialists and special categories. The second is to interpret to all teachers and students the nature of different types of exceptional students and their special curricula. A third significant function is to promote extensive cooperation between special education staff and other community groups and agencies.

### Role of Parents and Students

Parents play a particularly important role in the success of an exceptional child's educational experience. It is often through school staff that a parent first learns of a child's special need and through supportive counseling comes to understand it. Special arrangements and follow-through at home are often needed. Groups of parents with similar types of children meeting with staff people are valuable to both parents and staff, and form a valuable resource for greater public understanding of special school efforts.

When asked, students themselves have shown great ability to teach each other. Given some understanding of why another child behaves differently, a child can exhibit great patience and gain great satisfaction from teaching a handicapped child a simple skill. As they get older, high potential students in particular have increasingly perceptive comments about how a class is functioning, or how it might be improved. In adult education, of course, classes in any special subject are begun at any time upon request of a group of prospective students.

Parent participation in the school setting is an established principle of early childhood education that has begun a rapid spread to exceptional and regular classes. Responding to the expressed needs and wishes of educationally handicapped students is becoming a keynote of continuation schools and is likely to be an important aspect of all future school programs.

#### Relations with Other Community Agencies

It is within the area of special school services that the effects and potential of school relationships with the broader community can best be seen.

Volunteers and paid aides, in addition to parents and students, are essential to maintain the close relationships and extensive tutoring needed by many exceptional students, as well as to extend the range of supervision and direction of highly trained professional staff. The increasing level of salary commanded by experienced teachers and specialists may make it a practical necessity to develop other classroom personnel categories at lower salary levels. Such additional categories would, of course, provide additional employment opportunities much needed in the community.

The non-educational needs of exceptional children bring the schools in contact with public and private health and welfare agencies, juvenile court and probation authorities, public and private vocational and placement agencies and cultural and recreation services. These agencies are also growing more complex in attempting to meet the many demands placed upon them. They each have a stake in the success of the schools in meeting the needs of exceptional children; they each can make a contribution in that success.

Although the Berkeley schools cannot be expected to provide for all the needs of the "whole child", the District can use its massive, accumulated knowledge of Berkeley children to focus the attention of the community on the need for new or expanded services and act as a catalyst to bring about action from other community groups or agencies.

Teacher training programs are not producing enough regular teachers to meet the present need and there is a proportionately greater shortage of graduates with special credentials. The University of California and other institutions of higher learning are seen as potentially more involved in research and development of Berkeley special education programs.

Increased use of college-level volunteers in public schools should encourage more students to choose teaching as a career. Greater emphasis on human development, motivation and special techniques for the general education student should help alleviate the need for special education teachers.

#### Funding

Federal and state regulations for excess cost funding of special education programs are probably the knottiest aspect of the intricate matter of public school finance.

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In addition to the base ADA support for each child, special programs are funded by state reimbursement of excess costs for children who have been identified by individual testing, by special individual grants for specific programs, and by override taxes.

Override taxes are authorized by state legislation and may be levied at the discretion of the Board of Education for certain specified services such as adult education, classes for the mentally retarded, and lunch for needy children. Federal and state grants are normally for a given period only, must be reapplied for annually, and often yield a decreasing amount of money each year they are in effect. The amount of excess cost reimbursement varies from category to category, ranging from \$40 per year per gifted child to \$1820 per year per blind child.

This disparity, plus the difficulties of applying part of the funds to general overhead costs and part to specialized equipment and staff, points to a need for revision of state legislation regarding funding of special education programs, as well as revision of regulations controlling use of the funds. There are indications that various existing discrepancies may result in inequities to the students in the special programs. The goal should be more flexible use of funds and staff so that, for instance, the "talking typewriters" recently purchased for retarded students at one school also could be freely used by very young high potential students and by continuation students who have so far been unable to learn to read.

#### SPECIAL EDUCATIONAL NEEDS OF MINORITY GROUP CHILDREN

Each subcommittee of the Committee on Special Education has discussed at length the special concerns regarding the large number of Negro children who are not achieving what they or their parents wish from their school years. There has also been persistent expression of the opinion that there has been a general practice of steering minority students into terminal vocational courses in secondary schools. There are at present higher percentages of minority group children in classes for the retarded and the continuation school than in the schools as a whole. In Berkeley those schools whose entire program has been geared to providing compensatory education have predominantly Negro student bodies. At the other extreme, approximately 11.4% of Berkeley children are identified as high potential, but only 1.7% of Negro children are so identified, although the highest single test performance recorded has been that of a Negro boy. Such situations produce a triple handicap--not only are such children poor or Negro, they are isolated from their peers and are housed in a classroom or school their peers label unfavorably as "different".

The basic assumption of this committee's work is that there will be racial and socio-economic integration of students in Berkeley schools. This reflection of the community's population mix in the schools will contribute to the success of present and future special education programs and services. School integration hopefully will be accompanied by increasing integration of residential neighborhoods. It is also expected that implementation of the various recommendations directed to greater understanding and teaching of children as individuals will yield the most dramatic results for Negro children.

#### EDUCATIONAL PARKS

The concept of educational parks as a solution to disparities in opportunity and achievement between different cultural groups is attractive from the point of view of making all specialized staff available in a single location. This would make possible a broader range of curriculum and activities and allow greater interaction between different kinds of students. Since many special programs frequently have

been housed in the least desirable space available, a facility large enough to include generous space assigned to individual therapists, and to classrooms designed to special use, is desirable.

There are questions, however, that housing larger numbers of children in a single facility might again lead to overlooking the space requirements of specialized groups of students. Other doubts center around the quality of educational park experience for exceptional children and specialized staff, particularly the difficulty of ensuring the tranquil, stable personal relations needed between students and staff. Effective staff interaction may also be lost in the size and administrative complexity of vast, centralized facilities.

## CONCLUSION

A frequent comment from staff persons engaged with conventional curriculum and from the general community is that the preceding principles are equally relevant to the education of all children. This is indeed true and underlines the position that the great majority of young people will at some time during their school career need or profit from one or more of the great range of special school or community services. The distinction is one of degree of intensity rather than one of different kinds of service.

For students with extreme or multiple handicaps a concentration of services is needed for them to achieve mastery of the skills required for personal and economic survival in our culture. For most children selected special services are the means enabling them to realize their unique potential as human beings. Students should not be chronically labeled as separate, exceptional or handicapped. They should move freely from the regular school program to therapeutic, remedial or enrichment classes or activities as their needs and performance indicate.

To accomplish this goal will require some modifications in present administrative structure and policy, some new or reinforced roles for teachers and other staff and receptiveness and challenge to parents, legislators and other organized public and private groups.

## SUPPORTIVE SCHOOL SERVICES WITH WHICH ALL STUDENTS HAVE CONTACT

### Attendance and Child Welfare

The routine counting of all children in school determines the amount of the state's base financial support per average daily attendance (ADA). Absences due to illness are not deducted from state support, but the School Health Officer does follow up on extended illness to determine if medical assistance is needed. Through a unique City-School Health Department, the same public health nurses staff both the school and city clinics and visit children in their homes. Due to these city- and school-wide contacts, these nurses develop a picture of medical or welfare needs which may affect children's school performance. Often medical diagnoses are required for a student to be placed in a special class, to receive home instruction, or to be exempted from school attendance.

The Attendance Coordinator is responsible for arranging home or hospital instruction for students and for supervising the numerous inter-district agreements whereby students living near district boundaries attend Oakland, Albany or El Cerrito schools, and vice versa. Berkeley students with hearing handicaps attend Oakland special classes. In return, Berkeley provides special classes for aphasic students from Oakland.

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The Attendance Coordinator also ensures compliance with school attendance laws, working with correctional and social agencies in attempting to overcome the vast array of human and environmental problems which interfere with regular school attendance. A 1962 survey of school attendance indicated that as many as one-third of all students enrolled in Berkeley either leave or change schools during a school year. Many of those leaving school before completion of high school do so to go to work, join the armed forces or because they are needed at home to care for younger children, as opposed to merely dropping out into a void.

### Psychology and Guidance Departments

Specialists in human growth and development are available to all teachers, counselors and principals for consultation on classroom behavior or learning matters, to parents expressing particular concern about their children and for a limited amount of help to individual students. Berkeley's nine psychologists are at present primarily used for selecting group tests and instructing teachers in their use, for individual testing of students with evidence of special ability or disability and for interpreting test results to teachers and parents.

As a present ESEA project, one guidance worker is assigned to each of four elementary schools with predominantly Negro enrollment to work closely with teachers, parents and groups of children in the day-to-day school environment. Guidance workers and psychologists have expressed interest in extending this developmental approach to better understanding of children and the reasons for their school performance.

### Counselors

While psychologists and guidance workers are administratively assigned to the Director of Special Education, Berkeley's 37 counselors are assigned to school principals. Counselors are at the center of the web of school district requirements, individual parent concerns and student decision points. Increasingly they are among the few school personnel expected to see the individual student and his education as a whole and are expected to be all things to all students--warm, perceptive, stable, non-rigid, and apprised of all scholarships, training opportunities and job openings.

Counseling is actually the process by which an individual is assisted, or guided, in making decisions about himself; hence, the continuing confusion between the proper role of a school "counselor" and a school "guidance worker", terms which are often used interchangeably in other school districts. All teachers and principals, in fact, share the counseling role.

In seventh grade, when traditional counseling begins, a student does not begin making the choices which will determine his eventual job or socio-economic level. He has begun deciding what kind of a person he is before his first day in school. Personality is usually considered the province of the guidance worker and psychologist. However, counselors find that in helping students decide what courses to take, they are spending increasing time helping students solve personal and social problems. In this context, the counselor emerges as the coordinating member of a pupil-personnel team, which logically implies a single, unified administrative channel.

Verification of this may be seen in a two-year NDEA-financed project whereby a former secondary school counselor was assigned to an elementary school to (1) assist teachers and children in assessing their strengths and weaknesses and making needed changes, (2) communicate all relevant facts of a given situation to all concerned, at home, at school or at an outside agency, and (3) coordinate all school services as needed by an individual student.

Parents often perceive the counselor as the cause and redress of any concern they may have about their child. Parent motivations vary as widely as students', but parents agree on their statement of what they wish counseling to offer their children. This in turn corresponds closely with what counselors see as their unmet goals: (1) continuity of contact for each student with an empathetic adult from one year to another, (2) sufficient time with students, individually and in groups, to explore and resolve personal and school concerns, (3) more intensive counseling for students moving from one school level to another, (4) better counselor-parent rapport and (5) improved dissemination of information about the world of work and preparation for it.\*

Berkeley's 1966-67 overall secondary school ratio of 190 students per counselor compares admirably with the 1960 White House Conference on Youth recommendation of 250 to 1, and the national average of 537 students per counselor. The White House Conference recommendation for elementary schools is 600 students per counselor. Even with the exceptional tasks this community has set its schools, these goals are within our reach if routine class scheduling and record-keeping are delegated to competent para-professionals and data processing; closer working relationships are developed to utilize more effectively the specialized skills of guidance workers, psychologists and community resources in support of counselors; and counselors work more closely with teachers to include the vocational and career aspects of all subjects in continued appraisal and replenishment of curriculum plans.

## DEVELOPMENTAL AND ENRICHMENT PROGRAMS

### Compensatory Education

Currently compensatory education is viewed as supplementary and remedial education in depth. It is designed to compensate for unfavorable social, economic and cultural conditions among disadvantaged children and to bridge the gap between a student's present achievement and his ultimate potential.

Programs in compensatory education are the result of nation-wide research in the study and understanding of the causes and effects of poverty as related to educational, social and cultural adjustment and to eventual progress and development. They are the outgrowth of the 1954 Supreme Court decision plus early civil rights movements and guidance projects, one of the first of which was the "Higher Horizons" program launched in New York City in 1959.

In 1962 a United States Office of Education conference brought together acknowledged leaders of public school programs and was expressly designed to realize the potential

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\* In The Counselor in a Changing World, published by the American Personnel and Guidance Association (1964), the primary emphasis of the counselor's role is seen as the development of intellect in his counselees. The counselor is urged not to permit the crises of the few to interfere with his services to the majority of students. He is urged to be continuously aware of social change, and to encourage students to look to the future and to dare to be intellectual and vocational pioneers.

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of educationally disadvantaged students from across the nation. National expansion and implementation of compensatory education programs at city and state levels was made possible by the availability of federal funds under the Elementary and Secondary Education Act (ESEA) of 1965.

In California funds for compensatory education programs increased from zero in 1964 to \$87 million in 1965. In the same year the State provided \$3 million for this program which included research, development and allied activities which contributed to the understanding and specialized teaching of disadvantaged minors.

Prior to 1965 California provided \$300,000 in 1963 and \$346,000 in 1964 for 24 pilot compensatory projects. In the fiscal year 1966-1967, a 15% reduction in ESEA federal funds occurred. Although state funds earmarked for compensatory education programs increased during this period, this increase came nowhere near making up for the 15% federal cut.

In 1965, 17% (680,000) school age children qualified for compensatory education, and even at that time (before the 15% cut in federal funding) it was estimated that half of this number (340,000) would be left out of the program. Nearly half of the latter (170,000) were from the Mexican-American community, the balance being predominantly Negro-American children.

Berkeley's concern for its disadvantaged students, a large percentage of whom are young Negro-Americans, was demonstrated as early as 1958 when a citizens committee reported on "Interracial Problems and Their Effect on Education in the Public Schools of Berkeley." In 1962, the Intergroup Education Project was established within the schools. Publication in 1963 of a citizens committee study report and in 1964 of a staff study report led to redistricting and racial desegregation of 7th, 8th and 9th grade students.

These and other school and community groups agree that the city of Berkeley cannot afford NOT to afford an educational program which, "for the good of both the community and the student provides each individual with an opportunity to develop his full potential while in the Berkeley schools." They also agree with the United States Supreme Court that "to separate (Negro) children from others of similar age and qualification, solely because of race, generates a feeling of inferiority as to their status in the community that may affect their hearts and minds in a way never likely to be undone."

The Berkeley Board of Education has steadily expanded its efforts to provide compensatory education. In 1966-67 Berkeley was spending approximately \$2,000,000 (10% local, 45% state, 45% federal funds) for compensatory education for approximately 4000 students, including preschool and adult basic education in addition to regular school ages. This amount was in addition to basic ADA financial support for each student.

Segregation of disadvantaged students has existed in Berkeley principally due to school enrollments following economically and ethnically segregated housing patterns. It is also generally agreed that the secondary school tracking system has been a factor in segregating Negro students from Caucasian students. The present method of assigning students to teachers and subject matter classes by achievement levels continues to be a source of frustration and concern to students, parents and staff.

In the minds of many people it is so closely related to the image Negro students have of themselves and their potential that changes are already being contemplated.

Compensatory educational programs at all grade levels requires reduction in class enrollments and an increase in parent aides, as well as additional supportive staff, teachers, administrative and clerical staff with understanding of the needs of disadvantaged students. New program structuring should include increased remedial reading, language, math, new books, teaching aids, additional library support and expanded study centers.

The goal of compensatory education is to ensure that disadvantaged students are able to function as effectively as members of the majority group. Physical integration is part of the means of achieving this goal, but orientation and supportive programs for staff and students are essential to realizing the mutual benefits of an integrated education for all groups. The compensatory education program is the avenue for overcoming the handicaps students may bring with them when they move from a segregated to an integrated setting.

At present the target group in Berkeley is poor, Negro children. During the next 25 years, the ethnic group or the type of disadvantage, or both, may change, requiring different kinds of school responses in relation to changes in the community's definition of desired and expected accomplishment.

#### EARLY CHILDHOOD EDUCATION

A number of somewhat different types of programs exist in the field of early childhood education, causing confusion as their goals come closer together and more children are involved. The general classifications are: (1) nursery schools, public or private, involving various age groupings of children from two through five, in learning activities a few hours at a time several days a week; (2) child care or day care centers, generally publicly supported, stressing care and protection for 8-10 hours per day, five or six days a week, with education as an incidental service; (3) extended day care, usually under public auspices, providing care for school age children before and after their school day; (4) parent cooperatives, containing both nursery school and day care features, distinguished by required parent participation; (5) children's center, combining the full range of nursery education and day care, coming to be the accepted standard for early childhood service. In addition, there are programs for physically, mentally or emotionally handicapped children. Variations also exist in fees charged and hours of attendance.

The day care type of service is generally available only to the family unable to meet its needs without community help. A certain stigma has been attached to day care, whereas nursery school has acquired prestige. The most frequent reason for enrollment of children in day care group facilities is maternal employment. Other reasons are troubled family situations and the increasing educational opportunity for women.

There are now as many working mothers in upper income brackets as in lower. From 1949-1964, working mothers with children under 12 rose from 3,000,000 to approximately 6,000,000. The vast majority are white, married, living with their husbands. Community feeling that women should not work and that young children are better off with their mothers has tended to limit the growth of day care services. Increasing numbers of women continue to work regardless of the presence or absence of day care, often making inadequate provision for child care. Therefore lack of child care services penalizes the child not the mother.

Nursery schools flourish in college and university communities. They provide opportunity for development of new skills and personal relationships for parents as well as children. They are frequently related to behavioral research activities, and standards for staff have been generally higher than for day care facilities. A growing body of knowledge about children age two-four has thus been accumulated, although research in different fields is not entirely in "fruitful communication". Education has contributed the least to the findings, but is considered the logical discipline to take leadership in bringing all the points of view together for future development of children's centers.

Two central concepts emerge from the research, and from concern about vast technological developments and about minority group students' educational disadvantages. First is that children must be prepared for school experience. Second is that early childhood preparation is not to be considered as primarily an academic preparation for elementary school.

For whatever reasons parents enroll children in early childhood programs, and whatever their neighborhood and economic background, the needs of the children are the same: physical health and security; development of healthy self-concepts; learning to handle emotions constructively and relate to and trust other adults and children; and development of creative expression, physical competence, critical thinking and language and listening skills. A major objective of early childhood programs is to strengthen family relationships through parent involvement and education.

There has been ferment in Berkeley for several years for action regarding early childhood education and day care, much of it centered around the economically disadvantaged. A 1965 Council of Social Planning report, made at the request of the Board of Education, recommended that "nursery education become part of the public school system in order that all children can participate in a continuous and unified program based on high standards of program, teacher training and physical facilities."

There are an estimated 4200 children age two, three or four in Berkeley. About 950 of them, most age three and four, were enrolled in some type of nursery or day care situation in November, 1966, a 50% increase over September, 1965, an increase due in part to increased state and federal funding. This funding largely limits expansion to welfare or disadvantaged children, and thereby continues racial and economic segregation.

Research indicates that children with some preschool educational experience have significantly higher test scores at 5th grade than do children with no such experience; and that there is a "set" towards school which affects school success or failure, and which is determined by relationships with people and things in the first four years of life. A "set" towards success seems to be more evident among middle class children than among poor children.

Need exists for care of children under the age of three, including infants of teenage mothers wishing to complete their education. Further study must be made of the relative merits of the various forms of child care and of the most desirable way for the community to provide homemaker service for a child who becomes ill and whose mother is working or otherwise out of the home.

Of the 32 preschool or child care centers operating in Berkeley at this time, only five were planned as nursery schools. Most of the rest are located in older temporary units with widely varying equipment. New space for early childhood use should include "anonymous space" which can adapt to yet unknown uses.

Benefits of early childhood education are increased and more lasting when there is continuity with the curriculum, teaching techniques and physical plant of the elementary schools. Locating facilities for those two age groups together would allow for continuity of staff and children, broader use of equipment and increased use of information with respect to the developmental needs and progress of the individual child. Where poverty has been a factor in limiting learning, it is possible that even after an enriched preschool program, some children should remain in an ungraded sequence through the third grade level, from which they should not be allowed to move until they have attained basic competence in the skills required in higher grades.

No credential is presently available in Nursery Education. Standards for such a credential should be established by the State Department of Education, including emphasis on early childhood education, disadvantaged and otherwise handicapped youngsters, and supervised field work. In addition, standards should be established for assistant teachers and aides by the Board of Education, and volunteers should be encouraged. Program planning should include staff time to develop extensive parent involvement, although the child whose parent does not become involved should not be penalized. Assistants and aides should move from nursery school to day care phases to strengthen both programs.

Other services which should be available include: medical and dental examinations and care where needed, psychological and counseling services, speech therapy, nutrition with full meals as necessary, clothing and transportation as necessary.

The full range of day care and nursery services, coordinated in the children's center concept, should be available to all Berkeley children on a voluntary basis, under public auspices, without excluding the possibility of parent financial contribution.

#### HIGH POTENTIAL PROGRAM

As instructional program in the Berkeley schools becomes more varied, and as greater effort is made to respond to students' individual interests and needs, it becomes more difficult to establish clear dividing lines between the regular program, including the electives generally available at certain grade levels, experimental techniques of curriculum introduced to improve the general level of teaching or learning on the one hand; and on the other, the special instructional program which is planned, sequential and specifically designed for those students who are clearly defined as high potential. The total high potential program should consist of suitable offerings within the regular instructional program, plus such a special high potential program.

The many definitions of "high potential" make it difficult to establish standards for selection of students and suitable program. Generally, "gifted" connotes a higher order of ability than "talent", and "genius" a higher order still. Ability can be categorized as academic, creative, kinesthetic, or psycho-social. Distinctions are made between general versus specific aptitudes. For many of these dimensions, and their occurrence in various combinations, no reliable tests or identification techniques are yet available.

State legislation provides excess cost reimbursement for students who achieve a score of 130 on an individually administered IQ test or score in the 98th percentile on at least two tests, plus a few students selected on teacher recommendation, but not to exceed 3% of the total for whom reimbursement is claimed. Nationally, it is estimated that 2% of the population falls in this category. With a total pupil population of 15,500 this District could expect, according to national and state

averages, 310 gifted children. In actual fact, the number of identifiable gifted children in Berkeley public schools approaches 2100 or 13%. This percentage is likely to increase as identification and general instructional techniques improve. A 1966 California State Department of Education report describes intellectually gifted children in this way: they grasp ideas quickly; show extensive, accurate perception of situations and relationships, rapid independent learning, intrinsic interest in the challenging and difficult, mental endurance and detailed understanding in their areas of interest and possess a wealth of general information.

A simplified classification of gifts and talents to relate in a practical manner the high potential program to the regular instructional program might consist of: (1) a high degree of general intelligence, (2) creativity and/or (3) special talents in a specific area. Berkeley Board of Education policy, adopted after a staff-lay study made in 1958, established that the Berkeley high potential program be concerned with students of high intellectual capacity, rather than include those who have only specialized talents. This emphasis is based on the premise that the District will continue to extend and expand its program for meeting the individual differences of all pupils.

All students are involved in academic studies for the greater part of their school career. It is in the academic curricula, involving large numbers of students and wide ranges of ability and achievement, that there is the greatest need for a special high potential program to supplement the regular program. In the effort to provide for the extremely wide range of ability and achievement, specific programming for high potential students has become diluted and diffused. Rather than continue the attempt to develop all kinds of giftedness within a single, undifferentiated program, an adequate District high potential program might best be based on vertical articulation, in several age stages, K-12, within each of several broad areas of curriculum, such as English and other languages, social studies, math and science, technical and industrial studies, and homemaking arts and sciences. Each of these would seek to develop excellence in terms of its own aims, subject matter and methods, and would interact with intensive programs in other curriculum areas at suitable points. Students with specialized, specific gifts in such areas as creative and performing arts and athletics tend to self-select additional effort in these curricular areas, and evidence of exceptional ability tends to be encouraged by individual response from teachers. Recognition of this tendency and planned response to it should increase the small percentage of students who presently elect such courses.

Although for 40 years Berkeley has been aware that it has an unusually large number of high potential students, the pattern of school response has tended to be sporadic, depending on the field of interest and continuity of specific staff members, rather than on the field of interest or continuity of development of the students or planned cooperation between subject matter curriculum consultants and high potential consultants.

Failure to respond adequately to the challenge of a student's high potential can result in superficial work, poor study habits and lack of motivation which can in turn lead to undesirable behavior. Intellectual gifts can atrophy through disuse, just as a retarded child's ability will not develop unless stimulated. The resulting loss, to both the individual and society, is great. As society hopes to lessen its costs for welfare and institutional services by better education of children with limitations, so it hopes for leadership and breakthroughs in knowledge and understanding from the fullest education of gifted children.

High potential children have the greatest need for special educational provisions in their early school years since they do not yet have skills for meeting their needs independently. Identification can be made at age five or earlier, with parents,

counselors, teachers, and other consultants sharing in planning in terms of the student's particular gift.

The responsibility for counseling and teaching of high potential students requires extensive knowledge of advanced study and experience opportunities, energy to gather and introduce new material, and the understanding to assist students in formulating their interests and goals and to ensure that students receive suitable recognition for the effort expected of them. Although the school is not responsible for the child's total educational experience, effective planning and evaluation for these students includes consideration of their activities outside of school hours and of their need for both group experiences suitable to chronological age level and stimulation from work with groups of similarly gifted.

State legislation provides \$40 excess cost reimbursement per year for students identified as high potential. However, a three-year study ordered by the State Legislature demonstrated the need for (and recommended state support of) excess costs per pupil of \$40 for identification and at least \$200 for operation of a gifted program. The amount budgeted by this District in 1965-66 was \$12, and in 1966-67 it was \$78. Although dollars spent and staff assigned are useful indicators of the extent of a given program, flexible use of available instructional materials and staff talent can increase the effective use of available funds.

Establishment of a differentiated, well-defined high potential program in implementation of the promising Board of Education policy requires assigned responsibility for coordination and articulation of the program's various aspects. The discovery and nurture of the various kinds of giftedness are significant functions of a well-defined program. Standards and program will continually change and develop as the general level of student performance rises and students of exceptional ability perceive the new challenges and frontiers of human knowledge.

#### REMEDIAL AND THERAPEUTIC PROGRAMS

##### Blind and Visually Handicapped

Data collected throughout the country from experimental school systems and research projects supplies evidence that the Resource Room program approach which has been integrated into the Berkeley public school system over the past ten years offers the best general solution to meeting the educational needs of the blind and partially sighted child.

Among the vast areas of individual differences in children, the degree of vision is an easily recognized variable. Within the range of children possessing vision varying from so-called normal to total blindness, a large percentage require specific resources for the development of their learning skills in order to function in an educational facility. An examination of the existing program indicates the need for reappraisal in the following areas.

The early identification and referral to the school department by the Public Health Nurse, in cooperation with the Public Health Department, is of prime importance. Immediate home contact by the school guidance department to counsel parents and encourage enrollment of the child in the preschool program, which includes parent participation, is essential, as is close liaison between counselor and preschool program teacher in preparation for admission as well as follow-up during the school experience of the child.

Faculty understanding of the total program is a major factor in the success of the program which requires a positive attitude throughout the school, including both teachers and students. This understanding should include awareness of the physical,

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social and psychological needs of the visually handicapped child. These needs embrace physical requirements of the visually handicapped child as well as selected teachers, specifically trained and both technically and emotionally oriented to the demands of the handicapped child.

The resource teacher is trained and equipped to teach such necessary specifics as Braille and typing. The resource teacher must be aware of and encourage the potential of dynamic relationship between the handicapped child and his non-handicapped fellow students through the medium of student readers and helpers in various activities. This is a positive teaching aid which benefits the "whole" child as well as the handicapped. It has been found that borderline, near dropout cases found new interest and a sense of identity in this new and personalized application of their own abilities.

The resource teacher must be flexible and imaginative in making use of materials available through various sources, including community resources, and in the constructive use of staff aides and volunteer assistants. He should be active in the initial stages, the planning level, of all programming and in close liaison with teachers, counselors and other personnel for coordinated and successful results. He must have time and open channels of interdepartmental communications.

The counselor working with the teaching staff for the visually handicapped should be in constant, close liaison with the resource teacher, the classroom teacher, parents and other related agencies or private resources dealing with the child and his family. He must be aware of and able to make constructive use of local, state and federal funds and facilities available. He should establish a team-structured evaluation conference on each individual child as results indicate, in order to assure that all efforts are reaching successfully toward the maximum potential of the handicapped child.

The physical environment is of the greatest importance--space is an essential. There should be ample room to house equipment, materials and all extra personnel required for this specialized program. It should be easily accessible to the students and because this may be the only place that the visually handicapped child can perform freely and safely with equipment and guidance, considerations of privacy, quiet and mobility are requisite in the planning of the area.

#### Physically Handicapped

Each year in the Berkeley Unified School District there are numbers of children with varying degrees of physical disabilities. Orthopedic handicaps account for a great number of them. Included also are cardiac, chronic infections and neuromuscular diseases, such as poliomyelitis, muscular dystrophy and cerebral palsy. The school district must provide education for these children in regular schools, medical institutions or in the home. Provision for these handicapped children should be made where they can best be served.

There are schools for the physically handicapped in many cities throughout the country, equipped with needed special appliances. Ideally, the handicapped child should, if at all possible, be educated in special classes set up in regular schools where he may participate to the extent that he is capable in social activities under careful supervision. Classrooms should be on ground level or ramps. Elevators or lifts should be provided to accommodate wheel chairs, crutches and walking apparatus. Heat, lighting and decoration of the classrooms should meet highest standards. Equipment should include wash basins, wardrobes, movable furniture and composition flooring to minimize hazards. Toilets should be adjacent to the classrooms and the need for extra rest hours should be provided with a separate room where "naps" can be taken in a quiet restful atmosphere.

A hot lunch program, under teacher supervision can be supplemented by the mid-morning and mid-afternoon special nutrition frequently required by these children. Special supervision and protection should be furnished at all times. Safety railings may be necessary in hallways and play areas. Classroom furniture designed to accommodate crutches, braces and canes, with space to allow free motion is required.

Teachers oriented to the nature of physical handicaps with training in the psychological and emotional factors as well as the educational skills involved are of paramount importance. Professional training in hospital, convalescent home or related therapy centers would assure optimum control of any situation.

The curriculum for the physically handicapped child should equal that for normal children of the same achievement level. At the same time it will require more individual teaching and smaller working groups. The length of the school day will vary, depending on the degree of handicap. Thus the level of achievement for chronological ages cannot be equated with and will differ from that of normal children.

Guidance workers are a necessary part of a successful program. State and rehabilitation programs should provide help in making such personnel constantly available in the schools.

Parents of handicapped children need assurance that the educational program is in accord with the child's physical and medical needs. The counselors should offer realistic counseling concerning progress and, with high school-age young people, serious counsel concerning jobs and cost of job training in relation to the economic status of the family.

The counselors should be in constant touch with federal, state and community services and placement and employment agencies. In some situations the counselor should introduce the high school graduate to the possibilities of higher education in practical fields. He should be alert to the possibilities available in sheltered workshops, cooperative training programs and on-the-job-training areas.

Community agencies are highly important in this context because they may be the continuing service available to the physically handicapped individual after the school services have been completed.

#### Speech Handicapped

Speech handicapped school children make up the largest group (approximately three million) of exceptional children in the school population of the country. In Berkeley 795 students received speech therapy in 1966-67. Speech handicap is present if there are defects in verbal self-expression, comprehension or in the ability to establish effective verbal communication. The speech defect may be the main or only problem, or it may be incidental to or dependent on one or more other problems, but solving the other problem will not remove the speech difficulty. Correction of speech conditions needs to be related to other types of care or training required by the student.

Frequently some other problem may be mistaken for speech impairment, some of the commonest of which are: improper grammar, incorrect pronunciation and inexact enunciation; substandard ability to read and spell; or consistent lack of preparation for class recitation. In addition certain types of personality maladjustment and/or mental subnormality affect the speech problem.

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Other types of speech deficiency include confused articulation, mostly NOT due to organic problems; voice control, i.e., pitch, loudness and tonal quality; stuttering, considered most often to be a psychological problem of tensions; retarded speech development; speech disturbances due to physical impairment such as cleft palate, cerebral palsy and speech disturbances due to impaired hearing.

Since the speech problem is often associated with specific organic malfunctions, the child with a speech problem is frequently seen by members of a number of professions, but the major work of special training required by speech handicapped children in the schools must be administered by a trained speech therapist. Since speech plays an integral part of daily schoolroom activities, the classroom teacher should have a working knowledge of speech education and be a good speech model, free from regional accent and indigenous locutions. He must be equipped to recognize speech problems as such and be able to conduct speech activities and to help the speech handicapped child in the classroom in addition to the specialized work of the speech therapist.

Maintenance of speech education in regular classrooms is not always satisfactory since many teachers, although willing to help children with speech problems, have little or no speech training. Fortunately, more and more teacher-education institutions are now requiring speech and speech courses for elementary teacher trainees. Recruitment of adequately qualified speech therapists poses difficulties, since the supply may continue to be limited due to the fact that many people are not aware of speech therapy as a profession.

Community awareness of the critical need for qualified personnel should be expanded since a speech handicap frustrates and leads to failure in other areas of school curriculum, obviously continuing into adult learning and employment. Extensive parent involvement and close cooperation with therapy services in the community are essential for improvement of severe speech conditions.

A promising area for consideration is the recent research pointing to the existence in large groups of the population of speech patterns so different from standard English as to be, in effect, different languages, posing severe problems of communication. It is possible that many speech problems might be remedied by teaching English as a second language. It may be desirable to conduct a broad survey of speech patterns and problems among Berkeley students.

#### Mental Retardation

Present definitions of mental retardation underscore the capacity of improved functioning of the retarded student in his daily living. This is supported by parents who generally feel their retarded children could develop greater competence if more were expected of them by their teachers. Research indicates over 100 physical and emotional factors which can contribute to retarded functioning. Although the term retardation is applied to persons because of inability to perform some tasks, they are generally able to perform many other tasks.

School identification is based on the results of individual intelligence tests evaluated jointly with the student's maturation in self-help, motor development, emotional development and socialization. An IQ result of 50-75 is an indicator of possible placement in the Educable Mentally Retarded (EMR) program. A result of 30-50 is an indicator for the Trainable Mentally Retarded program (TMR). Experimental programs exist providing medical-day care-educational services for the TMR range in combination with children with other severe limitations. In each 1,000 children born there will be one or two children too severely retarded for any public school program.

EMR students profit from instruction in academic subjects, achieving greater success in practical application than in abstract theory. Most of them find jobs, marry and maintain their own homes as adults, although employment is often sporadic and in low skilled jobs. Awareness of their differences from other people often leads to social isolation and difficulty with interpersonal relations.

TMR students can learn to care for themselves and to respond to others. Although proportionately few in number, they require more intensive use of special teaching and medical treatment and their limitations are frequently identifiable as young as three or four years of age. Most TMRs require sheltered or closely supervised work or activity programs and living arrangements throughout their lives.

Between 1961 and 1966 students in MR classes dropped from 218 to 154, even though classes were added in 1963 for TMR students previously exempted from public schools. This decrease was due to an increase in staff specialists permitting more comprehensive differential evaluation, greater variety of teaching materials and techniques in regular classrooms, and changes in public policy reducing the numbers of mentally retarded in state institutions and encouraging improved diagnostic and therapeutic services in the community. Over 30 public and private agencies in Alameda County, including the schools, provide various services for retarded children, with a countywide Coordinator of Mental Retardation Services to assist in effective cooperation.

Parent groups, Berkeley educators and the most advanced research thinking agree on the directions of future planning for students with retardation. Indications are that many of the Negro children presently assigned to MR classes do not have organic damage or limitation of the cerebrum or nervous system, but are functioning markedly below accepted levels due to environmental deprivation. The term "retarded" should be used only for those students with a permanently disabling condition. An early childhood program permitting entrance to school younger than four years nine months, combined with ungraded primary level schools offers the best opportunity for children with retardation to develop to the fullest of their ability and to relate to normal children.

At the middle grade levels, the present program is limited in opportunity for students with retardation to develop musical, physical and social skills. More intensive efforts in these areas with supportive help for the retarded child in the regular classrooms would help to lessen increasing disparities between the retarded child and his age-mates.

In secondary school there is a lower dropout rate for MR students than for students as a whole. Although present work-training and activity-training efforts are encouraging, they need expanding and upgrading. Present models being developed by the State Department of Rehabilitation, including long term personal and skill counseling, work placement and supervision and some employer reimbursement, hold great promise, not only for students with mental or physical handicaps but in relation to new directions for comprehensive vocational training discussed in other sections of this report.

Although not a school responsibility, there is a need for recreational agencies to include in their planning young people and adults with retardation.

#### Educationally Handicapped Children

Educationally handicapped children are defined as: "minors who, by reason of marked learning or behavior problems, or a combination thereof, cannot absorb reasonable benefit from ordinary educational facilities". Some of these have a neurological handicap, others are emotionally disturbed.

In 1963 the California State Legislature passed AB 464 which established services for these educationally handicapped children and provided reimbursement for up to 2% of each school district's enrolled population (from K to 12) to receive required supplemental programs.

In 1966 supplementary reports based on newer and more comprehensive diagnostic and training techniques and on current research, estimate that the 2% figure is unrealistic and that a 5% figure more nearly approximates the needs for long range planning programs for the number of educationally handicapped pupils who will require specialized assistance.

The program for the educationally handicapped children requires careful screening by diagnostic specialists to include learning disabilities such as visual-motor coordination; poor auditory and visual discrimination and perception; disturbed spatial concepts, short attention span, poor retention and many others.

The behavior pattern of EH students includes hyper-activity, high distractability, impulsiveness, low threshold of frustration and poor social relations. Any child who has several of these characteristics is extremely prone to experience school failure and ultimate life failure if he does not receive specialized help.

Since it is now accepted that there is a close correlation between physical coordination and the ability to read and to spell, it is obvious that children who are themselves disoriented in space need training in motor skills before they can learn to read or write. Research indicates that different children have different modes of learning: visual, auditory, kinesthetic, tactile or any combinations thereof.

At present in regular classrooms the method is primarily visual presentation; thus handicapping children for whom this method is difficult or impossible. Traditional grade level classification for these handicapped children is unrealistic.

Successful school experience is crucial for children in a program for the educationally handicapped. They are already failure-ridden and without a reversal of this destructive self-image there is little chance that they will sustain improvement. Without an improved self-image, many of these children will, from discouragement and defeat, become the perennial school behavior problems, dropouts and delinquents. Any program that will be of solid value must first establish for them their strengths before proceeding to correct their already-established weaknesses.

The range of teaching arrangements for EH children is broad to allow for varying degrees of disability. It includes: (1) Post-kindergarten classes to help children develop readiness skills where there is evidence that several children seem unready for academic skills of first grade; (2) Disability groupings for children who have similar learning disabilities but who are capable of participating in part-time regular class programs; (3) Self-contained classes for children with behavior problems who need a protected environment in smaller groups. Such classes can also experiment with physical arrangement--individual study booths, space for large motor activity, rest areas and sound-and light-proof areas; new equipment including walking and balancing boards, craft materials, tape recorders and typewriters; and large type books with simplified print but age-appropriate content for older children; (4) Other groupings. One plan might be to separate visual from auditory learners and include multi-sensory reinforcement materials both in EH groupings and in regular classrooms. Non-academic activities such as cooking, sewing and carpentry often are the portal to learning for many children. Provision for a flexible school day is essential

since some of these children cannot tolerate more than a few hours a day in an academic or other even faintly restrictive atmosphere.

Secondary school programs for the young people should be expanded and implemented. At present such programs are a last resort to contain severely disturbed students. A real effort should be made to discover specific learning disabilities and individual needs through a meaningful relationship between counselor, guidance worker and teacher. Courses to develop constructive job-oriented skills should be emphasized since at high school level the mastery of skills is closely linked to a feeling of confidence, social and self-value and acceptability by one's peers.

Additional therapists and clinics are needed in the community, with a close working relationship with the schools to allow their increasing participation in the educational process.

#### Continuation Education

The state law requires that all persons under 18 years of age who have not graduated from high school nor completed an equivalent amount of education shall attend continuation education classes for not less than four hours a week during the regular school term if employed. If unemployed, such persons are required to attend school not less than three hours daily. The law also requires that every student suspended from school for more than 10 days shall be transferred to a continuation class.

Students at Berkeley's McKinley Continuation High School are those who find it impossible to adjust to the traditional school environment. It can also be said that the traditional curriculum has failed to meet the needs of continuation students. With sympathetic understanding and adjustments on the part of the regular high school, many such students might remain in the regular program with profit. To do so would require rearrangement of schedules and/or programs, revision of curriculum toward more meaningful offerings for non-academically oriented students, inservice training for teachers in the behavior of atypical youth, and additional supportive counseling for students. The present McKinley enrollment, selected by a screening committee, can be divided into three types: (1) the temporarily disturbed, who need a moratorium from the structured traditional school after which they may continue to fulfill the demands of the regular program; (2) the disenchanted student, for whom traditional school offerings are meaningless and inappropriate and for whom the rewards are too remote; and (3) the severely disturbed student, who may be hostile, aggressive or asocial and who, without expert psychological treatment, is apt to develop serious mental health problems. All of such students hold a negative image of themselves which is generally reinforced by rejection by society, other adolescents and often by their parents and teachers.

A majority of these academically and socially disoriented students come from lower socio-economic groups whose characteristics must be understood and accommodated by the schools if the students are to be helped to become self-supporting, self-sufficient adults.

The most promising way to encourage these adolescents to complete their education is to provide immediate material rewards. Courses in such subjects as automobile maintenance, laundry service and cosmetology, as well as expanded work-experience, operated in conjunction with community employers and unions, would provide immediate rewards; give them marketable skills and improve competence in the basic skills of reading, writing and computation at a level related to age and interests.

Often athletics and performing arts are programs in which these continuation students have functioned best in the traditional high school. They should receive particular importance in the continuation school.

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Pregnant girls may attend continuation high school or special classes, may receive home instruction, or may drop out of school. They often lack training in motherhood and will have no one to care for their infant to allow them to complete their education. Both needs would be served by establishing a nearby child care center. Other students' home environment is so unhelpful that a supervised community residence for the most serious behavior problems is indicated.

The general as well as mental health of many continuation students is poor. Since good health is a prerequisite of efficient performance, the school must intervene to ensure that students receive needed medical and dental attention.

The new physical plant contemplated for continuation high school should be modern and attractive in order to convey to its students and the community that the school exists to help its students become contributing and worthwhile citizens.

Empathy is the most important characteristic in staff relationships with continuation students. Teachers carry a heavy counseling as well as educational responsibility. Understanding of atypical student behavior and erratic school performance should be accompanied by a stated expectation that behavior acceptable to staff and community will be achieved. With the school philosophy one of experiment and innovation in teaching and curriculum, pupil-teacher ratio should not exceed eight, and there should be a high concentration of supportive specialist time assigned.

Due to the extreme divergence of present continuation students, no one should be transferred to the continuation high school below the ninth grade level. To increase the chances for success students should be able to remain at the continuation high school until age 21.

When the changes discussed occur in the regular high school program, the continuation program could move further into a therapeutic-educational program to reach similar adolescents who are not now in any school program nor employed.

#### ADULT EDUCATION SUMMARY

The Berkeley Adult School is discussed within the context of special education, since the program is entirely voluntary, is highly responsive to the individual needs and interests of its students, and is defined by separate state legislation which includes permission for the Board of Education to levy an override tax for the support of adult education. Adult education will become increasingly important as lifelong education becomes an accepted fact. The average employee will change jobs four times within his working life, often needing retraining for employment categories which do not now exist. The greatest promise for fruitful use of expanding leisure time and life expectancy lies in creative, craft and personal enrichment studies.

Of most immediate significance is the fact that more than 6,000 Berkeley residents over 25 have not completed eighth grade or cannot pass fifth grade achievement tests, among them a majority of the unemployed. Only 650 people were enrolled in federally-financed Basic Adult Education classes during 1965-66. An additional 450 individuals studied for high school diplomas and 125 received them. Efforts to encourage improvement in educational achievement should include assistance in finding and securing suitable employment.

The variety of adult education courses offered is impressive. Some 290 different classes were conducted in 1965-66 in 35 different locations between 8:00 a.m. and

10:00 p.m. The range of subjects included academic subjects, business education, driver education and training, homemaking, industrial arts, arts and crafts, music, swimming and gymnastics for health, current social and political problems, and family life education. About one-quarter of present preschool programs in Berkeley are provided through adult education, with mothers enrolled as students doing field work in the centers attended by their children.

Upon request for a new course by twenty or more residents, the adult school will find space and an instructor. This flexibility has enabled many parent groups to hold seminars in child development and has led to establishment of courses of particular local interest such as Negro history and culture, data processing, weaving and nature training. Such responsiveness might well be considered in future planning for high potential students and for secondary school students in general.

The present number of daytime classes is about 25% greater than evening classes and must compete with other community activities for the use of rooms in private agencies, churches and public buildings, many of which are unsuitable for classrooms. A limited budget plus the expanding needs of other organizations make renting of space a continuing problem. Housing problems also add to the difficulty of maintaining close professional and counseling contact between administration, staff and students.

Since adults enroll on their own initiative, many of them with an urgent wish to prepare for and obtain jobs, motivation is high. Adult students can demonstrate great speed in mastering basic skills when provided with instructors skilled in responding to adult needs.

Concern has been expressed that the adult school duplicates offerings of Peralta Junior College, University of California Extension and private organizations. When other sources meet the need, adult education deletes the course. The adult school, however, is the only present avenue by which a high school diploma may be obtained by many citizens. Junior college and extension fees are considerably higher, and the environment is considerably more sophisticated than in the adult school.

The spectrum of potential adult school students ranges from the foreign-born to the native, from unskilled to skilled, from unemployed to proprietor, from poor to wealthy, from those without any education to those with the highest degrees, from the very active young to the inactive aging, from the uncultured to the cultivated, from the mentally retarded to the gifted. The adult education program has a unique role in providing a means for all these adults to know each other and to learn together, in continuity with their own early educational experience and with some relationship to the education of their children. It is also the means for even the poorest or least skilled adult to provide himself with education without embarrassment at very small or no tuition fee.

## CONCLUSION

Berkeley is among the leading school districts in awareness of the individual needs of its school children. Many of the foregoing observations and suggestions concerning special education have undoubtedly already been made and discussed by many of the teachers and administrators. It is hoped that the following recommendations, presented in more specific detail in Volume Two of this report, will be a means of focusing professional efforts to bring into being the well-organized, efficient and effective system of educational services that will ensure that each child's needs will be met.

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## RECOMMENDATIONS RELATING TO SPECIAL EDUCATION AND SPECIAL SERVICES

(Approved by the School Master Plan Committee in plenary session  
by more than 75% vote unless otherwise noted)

It is recommended:

1. That children identified as having exceptional ability or any environmental, intellectual, physical or emotional handicap requiring special services be integrated as fully as possible into regular school activities and academic programs.
  - a. Sparing use should be made of any identifying labels or placement which may serve to isolate such children from their peers.
  - b. Provision should be made for flexible entry into the school program.
    - 1) (Deleted by the Master Plan Committee in plenary session)
    - 2) As a matter of policy, ease of transfer between, into and out of regular and special programs should be provided.
    - 3) Minors should be encouraged to reenter and complete the secondary school program.
2. That the focus of special education be on the individual student achieving success in academic programs and activities at his present level of ability as a means of encouraging progress toward performance at his maximum ability.
  - a. Grading practices should be evaluated to determine their effectiveness in reflecting both the student's level of ability and the level of difficulty of the subject matter.
  - b. Greater use should be made of flexible teaching assignments, grade level assignments, length of school day and year, and innovative curriculum and materials.
  - c. Physical environment should allow easy movement from one activity, subject or group of children to another, and include special equipment and materials for children with physical and neurological handicaps, as well as for children who learn primarily by using their hands and bodies rather than primarily their eyes and ears.
  - d. The spectrum of teaching arrangements should include:
    - 1) Additional aid in the regular classroom for children with special needs or abilities.
    - 2) Disability and ability groups for students with specific skills, or needing remedial attention or enrichment in specific subject matter areas.
    - 3) A range of self-contained classes for all day or part day as indicated by the type of therapeutic environment needed or the intensive interest and ability level for students who cannot be fully integrated into regular programs, with continuity from elementary through secondary levels.

- 4) One-to-one tutorial possibilities in schools, homes, hospitals and other institutions.
3. That all persons enrolled in Berkeley schools have an appraisal of their learning styles, strengths and deficits as early as possible following entry into the system, with provision for periodic reappraisal and appropriate special programming when evidence of supplementary need exists.
4. That Special Education services be concentrated in the early educational years to improve the likelihood of the individual student achieving his potential level of accomplishment.
  - a. Program development for early childhood (generally below kindergarten) should include developmental learning, nurture and protection, and should avoid general academic elementary education.
  - b. A credential in Early Childhood Education should be established.
  - c. Sufficient coordinated public children's centers for Early Childhood Education should be established to provide nursery school for all children whose parents desire them to have this experience, and day care for all children needing this service, including exceptional children.
  - d. A developmental-educational center should be established to explore the merits of an ungraded program encompassing children from three years old through the early elementary level.
  - e. The special services should be expanded in the elementary school, including Early Childhood Education, to provide adequate guidance consultants, counselors, psychologists and child welfare and attendance workers. There should be at least one full-time, properly credentialled, pupil personnel specialist assigned to each elementary school to coordinate special services.
5. That improved special educational services be provided for secondary school students.
  - a. Provision should be made for secondary students who have not mastered basic academic skills to acquire them through curriculum appropriate to their age and interests.
  - b. Alternatives to the present "tracking" system for assigning students to subjects and class sections should be developed.
  - c. Teachers, counselors and other District staff should expand efforts to seek out students with potential ability for college or university or specialized education and develop ways to encourage them to continue their formal education.
  - d. The spectrum of teaching arrangements recommended for lower school levels should be available at and coordinated with the high school level. (See Recommendation 2d)
  - e. (Deleted by the Master Plan Committee in plenary session)
  - f. Employment training and job placement services should be expanded and related to current requirements of employers and unions and should include expanded opportunities to earn while continuing in school.

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- g. Generally, students should not be sent to the Continuation School before entering the 9th grade, nor without thorough evaluation, and should be allowed to continue until 21 years of age.
- h. The Continuation School should be phased out as rapidly as changes in the secondary school program reduce the necessity for its existence.

6. That parents be encouraged to participate in their children's education and in the schools as a community enterprise.

- a. Every parent should be expected to participate in some way in his child's early educational experience, but no child should be excluded from a children's center when parent participation is not possible.
- b. Individual conferences, group discussions, and general meetings should be made more meaningful in terms of parents' understanding of their children's special needs and accomplishments.
- c. Parent and other community volunteers should be encouraged to provide tutorial and subject enrichment services in the classroom.
- d. Additional personnel categories should be established for employment of parents and other adults in the schools, with opportunities developed for them to receive training to qualify for higher levels of skill.
- e. Parents and other citizens should be encouraged to continue to increase their knowledge of aims of special school programs and their participation in District planning.
- f. Flexible child care services, including infant care, should be established to enable young parents to complete their high school education, and to enable parents to work in the schools.

7. That the Board of Education, in cooperation with community agencies, encourage all adult residents who do not have an elementary or high school certificate of completion to avail themselves of adult school basic education and job training courses

8. That counseling, guidance, child welfare and attendance, and psychological services be coordinated under one administrator, with the functions of each specialist clearly defined and coordinated with the roles of other pupil personnel specialists, and that channels of administrative authority of all pupil personnel specialists be clearly defined and well publicized to the District staff and to the community.

9. That there be maximum utilization of the skills of all staff specialists.

- a. Pupil personnel specialists and other specialized staff should spend an increasing percentage of their time working directly with students--individually, in special groups, and in classroom situations supporting teachers and curriculum specialists.
- b. Sufficient administrative staff with assigned authority and responsibility should be provided to ensure thorough coordination of services for individual students and of school services provided by other agencies.

- c. Pupil personnel specialists and other specialized staff should have special interest and demonstrated aptitude or success in working with the particular types of students to whom they will be assigned, in addition to meeting certification requirements.
- d. All teachers, supervisory and non-certificated staff, citizens and community agencies should be fully informed as to the aims and limits of special programs and services, and characteristics of the students involved, and should be encouraged to use these services for consultation or classroom assistance as appropriate. Regular consultation and supervision for teachers involved in special programs should be provided.
- e. Time and stipends should be made available to enable specialized staff to keep abreast of new developments in their fields and to develop improved techniques for meeting students' needs.
- f. Routine programming and improved record-keeping should be delegated to competent para-professional staff and data processing.

10. That the Board of Education expand its leadership in alerting other segments of the community to the health, nutritional, clothing and shelter needs of children and youth, and encourage development of short and long term solutions to these problems, including:

- a. Encouragement of multi-racial housing patterns, including adoption of open housing ordinances.
- b. Expanded job training and placement services.
- c. The use of school buildings as community centers and the adequacy or inadequacy of total community space for school purposes, particularly for preschool, continuation and adult students.
- d. Home and other services for children who become ill and/or whose parents are working or otherwise unable to care for them.
- e. Residential facilities and day treatment centers for adolescents whose home situation is harmful to their mental or physical health, or whose disabilities require a sheltered therapeutic environment.
- f. Diagnostic and treatment facilities involving a team of specialists available to the schools for referral of children with learning and/or behavior problems.
- g. Mental health services for children, parents and/or immediate families needing such services.
- h. Coordinated planning with Peralta Junior College District to avoid gaps and overlaps between its Berkeley campus and the Berkeley Adult School and other community groups.
- i. Additional physical development and recreation facilities, including programs for exceptional children.

11. That there be increased coordination between the Special Education Department and nearby colleges, universities and other educational services in the areas of: staff recruitment and training, research and evaluation regarding teaching and program, and improvement of curriculum offerings, planning and materials.
12. That budget for special education staff and programs properly reflect the numbers of students involved and the types of educational efforts necessary.
  - a. The state and local financial commitments and admission requirements for special education should be reviewed: to alleviate inequities in reimbursement for different types of special programs; to establish uniform standards for qualifying for such funds; to allow more flexible use to meet the needs of students, including those enrolled in early childhood education, in individual districts; and to increase the total amount of funds available.
  - b. Special education should not be completely dependent upon outside funds, but should have a continuing base of local financial support.
  - c. The rate of reimbursement for hourly certificated employees should reflect experience, training and the responsibilities assigned.

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**COMMITTEE III - FINANCE AND BUSINESS SERVICES**

**Walter Kolasa, Jr.**  
**Chairman**

**Dr. A. O. Bachelor**  
**Vice-Chairman**

**Mrs. John Borton\***  
**Mr. Norman Brangwin**  
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**Mr. Edward Grice\***  
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**Mrs. Frank Newman**  
**Mr. Curt Sutliff\***  
**Mrs. Willie Taylor**  
**Mrs. Margaret Watson**  
**Mr. Clifford Wong**  
**Mr. Stephen Wong, Jr.**

**\* Members, many of whom made significant contributions, who were not members of the Committee at the time of plenary session for a variety of reasons, such as illness, press of other responsibilities, or departure from the community.**

## COMMITTEE III - FINANCE AND BUSINESS SERVICES

### INTRODUCTION

The subject of public school finance is one of great complexity and diversity, and its literature is extensive. This report is deliberately written as briefly as possible and, we hope, concisely and clearly. The discussion is written in the form of arguments for recommendations, although not all the possible arguments are included and many overlap the recommendations. Procedures for implementation are suggested and details are contained in appendixes, followed by references, in the Report of Committee III in Volume Two.

### FINANCING STATE REQUIRED PROGRAMS

The State should pay for what the State requires. Under the present system, the State may impose a program and then cause the local school district to finance it through local property taxation. Education is no longer solely a local community responsibility. With the great mobility of population, all people in the state--indeed in the nation--share in the benefits of an educated society. If the State is wise enough to mandate a program, it should be wise and able enough to finance it. We have not gone into the intricacies of state funding; rather, we have concerned ourselves with the principle and would leave implementation to the State.

It is recommended:

1. That the State of California finance all those aspects of public education through completion of high school which are mandated, required or otherwise prescribed by the California State Legislature, California State Board of Education, and/or any other agency of the State of California.\* This is not intended to restrict state support solely to "mandated, required or otherwise prescribed" programs.

### FINANCING BY LOCAL SCHOOL DISTRICTS

We recognize, however, that a local school district may wish to have a program superior to that fundamental program required by the State. A community should have sufficient local control, through its locally elected school board, to have a superior program. The local school board, responsible to the electorate and with four-year terms, should have the same right to set property tax rates as a city council, county board of supervisors, and other local governmental districts. At present, only the school districts must go to the public for a direct vote on property tax rate increases. Since it is recommended that a large burden of the cost of public education be assumed by the State, the local school board should have the right to set property tax rates without statutory limitation. The vote of the electorate will keep the elected local school board from voting unreasonable taxes, just as the city council has a check-and-balance for its taxing power. There is a basic inequity in treating local school districts differently from other local agencies of government in matters of taxation.

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\* English for the Foreign Born, Citizenship, and completion of high school by those adults who did not complete high school in their youth should be considered a part of completion of high school.

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It is recommended:

2. That financing of all aspects of public education beyond those which are in fact financed by the State of California be primarily the responsibility of local boards of education, and for such purpose local boards of education have the right to levy taxes without statutory limitation.

#### FINANCING CLASSROOM CONSTRUCTION

The cost of classroom construction should also be shared by the State instead of falling to the local school district and the local property taxpayer. We propose a 50-50% sharing of the cost of classroom construction according to a fair and realistic plan to be developed by the State Department of Education. Additional funds from the State should be provided to impoverished local districts.

It is recommended:

3. That, in addition to state financing of mandated, required or otherwise prescribed programs, state financing to all local school districts include:
  - a. Fifty percent of the cost of classroom construction according to criteria developed by the State Department of Education.
  - b. Additional school building construction aid for impoverished school districts.

#### TAX REFORM

Taxation and school support is a complex, far-reaching problem. The Assembly Interim Committee on Revenue and Taxation of the California Legislature has made an extensive study using to full advantage many of the leading economists and tax experts of the state and nation. Many of the principles and ideas to which we subscribe are embodied in the report of the committee and the bill which resulted from the report. We believe that the public will be served by further study of the bill through its re-introduction in the Legislature.

It is recommended:

4. That, in order to achieve vitally needed drastic tax reform, a broad long-range and comprehensive program such as that described in "A Program of Tax Reform for California (Vol. 4, No. 19, of the Assembly Interim Committee on Revenue and Taxation, July 1965) be implemented by the Legislature.

#### SOURCES OF FUNDS

Educational financing in our modern society is totally inadequate and illogical. Limiting school district income primarily to the property tax often is oppressive and regressive. The tax usually is high and is not related to ability to pay. The State should be precluded from using property taxes for financing public education and should be required to use "ability-to-pay" taxes, mainly the income tax. Sales taxes, usually thought to be regressive, are not necessarily so if certain basic exemptions are made, e.g., food, drugs, and certain medically necessary devices. While sales taxes would be acceptable with the exemptions mentioned, the income tax, as the tax which is most related to ability to pay, is recommended for financing the State's share of the cost of public education.

The local district would, realistically, still be left with the property tax to finance its supplemental programs. However, the burden of local property taxation would be greatly decreased, not only by state financing of required programs, but by the greatly broadened base and method of taxation. The elderly are becoming an ever-increasing portion of the population.\* In the ten-year interval between 1950 and 1960 in Berkeley the age group of persons 65 and over was increased by 24%. Many such persons live on pensions and fixed incomes. Their property taxes are in many cases far in excess of ability-to-pay principles of fairness. All people benefit from an educated population and all should pay some tax and realize they are paying a tax.

The recommendations concerning financing public education are very much related to the recommendations concerning sources of funds and, therefore, to the present day problems of assuring high-quality public education.

It is recommended:

5. That the State of California refrain from taxing real property to finance its share of the costs of public education. It is not intended by this recommendation that the State of California should utilize real property taxes for other purposes.
6. That the State of California finance its share of the costs of public education mainly by equitable "ability-to-pay" taxes.
7. That the State of California finance its share of the cost of public education mainly by a state income tax, with emphasis placed on closing tax loopholes. Other sources of revenue now and not now being used to finance education should not be excluded from consideration.

#### CONSIDERATION OF TAX EXEMPTIONS

If a non-profit organization is exempt from taxes and engages in profit-making operations, taxation of those operations should be carefully considered. If such operations involve property holdings, appropriate legislative bodies should consider returning such properties to the tax rolls. It is not equitable to make a blanket statement on all profit-making operations and properties of non-profit organizations.

It is recommended:

8. That untaxed profit-making properties and operations of tax-exempt non-profit public and private organizations be reviewed for possible taxation by appropriate legislative bodies.

#### REQUIRED MARGIN FOR PASSAGE OF BOND ISSUES

California is one of four states retaining the archaic requirement of a two-thirds majority for passage of certain types of bond issues. One-third of the electorate

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\* See Table II, Appendix A to the Report of Committee III in Volume Two.

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can block what two-thirds vote to finance. The present restriction is derived from the era when there were relatively few property holders, and they needed some protection from a majority of voters, many of whom would not have to pay for the bond issue authorized. In the 1960's nearly everyone is a property tax-payer, either directly or through paying rent. Many bond issues gain well over 60% approval but fall short of the necessary two-thirds. Indeed, it can be argued that a simple majority approval should be sufficient. Approval by 60% of the electorate is here recommended to provide some protection for the minority who might oppose a bond issue. The exact percentage is arbitrary, but in our view 60% sufficiently protects the minority and yet does not allow a very small group to block passage of the bond issue. A large turnout is assured by restricting the reduction to primary or general elections.

It is recommended:

9. That a constitutional amendment be placed before the voters to reduce to 60% the present two-thirds voting requirement for passage of local school, city, county, library, and other special district bond issues, with such reduction being restricted to primary or general elections.

#### PROGRAM BUDGETING

Program budgeting is being used in the Berkeley Unified School District and should be extended throughout the state. Its purpose is to enable the public to understand in simple terms the cost of school programs, and to promote continuing evaluation and planning within the school system of the means and costs of achieving the community's educational objectives.

Program budgeting is a budgetary system for developing and communicating the costs of educational programs. Broad objectives are made explicit by specific programs. Each specific program is translated into cost data, for example, personnel, current cost of operation, equipment, and capital outlay. Thus, costs are directly related, within a budgetary context, to educational goals.

Because program budgeting requires that the community's ideas of what it expects from its "investment" in education be made explicit, it offers community understanding as well as built-in incentives for teachers, administrators, and school boards for continuing evaluation of the means and costs involved. Because program budgeting recognizes and groups together all costs for a given program, including building, maintenance, and administrative costs, it offers criteria for long-term evaluation of projected educational activities. Being able to project total costs over a given time period, e.g., five years, a school board is better prepared to evaluate time-limited grants for special programs.

The traditional school district budget shows costs in terms of objects of expenditure in categories fixed by the California School Accounting Manual.\* It focuses on objects of expenditures, whereas a program budget focuses on the objectives of expenditures.

Program budgeting is the most significant recommendation of the Advisory Committee on School Budgeting and Accounting, Subcommittee on School Efficiency and Economy

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\* See the Statistical Summary in Appendix C, Report of Committee III in Volume Two, for categories.

in the Report of the Assembly Interim Committee on Education of the California Legislature, October 1966.

It is recommended:

10. That internal school accounting and school accounting to the public incorporate program budgeting throughout the state, since this technique permits districts to relate educational priorities to available financing.

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**RECOMMENDATIONS RELATING TO FINANCE AND BUSINESS SERVICES**  
(Approved by the School Master Plan Committee in plenary session  
by more than 75% vote unless otherwise noted)

It is recommended:

1. That the State of California finance all those aspects of public education through completion of high school which are mandated, required or otherwise prescribed by the California State Legislature, California State Board of Education, and/or any other agency of the State of California.\* This is not intended to restrict state support solely to "mandated, required or otherwise prescribed" programs.
2. That financing of all aspects of public education beyond those which are in fact financed by the State of California be primarily the responsibility of local boards of education, and for such purpose local boards of education have the right to levy taxes without statutory limitation.
3. That, in addition to state financing of mandated, required or otherwise prescribed programs, state financing to all local school districts include:
  - a. Fifty percent of the cost of classroom construction according to criteria developed by the State Department of Education.
  - b. Additional school building construction aid for impoverished school districts.
4. That, in order to achieve vitally needed drastic tax reform, a broad long-range and comprehensive program such as that described in "A Program of Tax Reform for California (Vol. 4, No. 19, of the Assembly Interim Committee on Revenue and Taxation, July 1965) be implemented by the Legislature.
5. That the State of California refrain from taxing real property to finance its share of the costs of public education. It is not intended by this recommendation that the State of California should utilize real property taxes for other purposes.
6. That the State of California finance its share of the costs of public education mainly by equitable "ability-to-pay" taxes.
7. That the State of California finance its share of the cost of public education mainly by a state income tax, with emphasis placed on closing tax loopholes. Other sources of revenue now and not now being used to finance education should not be excluded from consideration.
8. That untaxed profit-making properties and operations of tax-exempt non-profit public and private organizations be reviewed for possible taxation by appropriate legislative bodies.
9. That a constitutional amendment be placed before the voters to reduce to 60% the present two-thirds voting requirement for passage of local school, city, county, library, and other special district bond issues, with such reduction being restricted to primary or general elections.
10. That internal school accounting and school accounting to the public incorporate program budgeting throughout the state, since this technique permits districts to relate educational priorities to available financing.

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\* English for the Foreign Born, Citizenship and completion of high school by those adults who did not complete high school in their youth should be considered a part of completion of high school.

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**COMMITTEE IV - COMMUNITY ENVIRONMENT, SCHOOL BUILDINGS AND FACILITIES**

**Charles Stickney**  
**Chairman, 1966-67**

**Harry Nakahara**  
**Chairman, 1965-66**

**Louis Zlokovich**  
**Vice-Chairman**

**Mrs. LaVerda Allen\***  
**Mr. Harold Bennett**  
**Mr. James Blodgett**  
**Mr. Rex Dietderich**  
**Mrs. Charles Duffy**  
**Mrs. Ruby Dyer**  
**Mrs. Mary Fristoe**  
**Dr. Carl Goetsch\***  
**Mr. Frederic Harvey**  
**Mr. Wallace Holt**

**Mr. Michael Huffman**  
**Mrs. Eugene Lasartemay\***  
**Dr. Herbert Lints**  
**Mr. John Hans Ostwald**  
**Mr. John Roda**  
**Mr. George Rumsey**  
**Mr. Gene Saalwaechter**  
**Mrs. Maudelle Miller Shirek**  
**Mrs. Lloyd Ulman\***

**\* Members, many of whom made significant contributions, who were not members of the Committee at the time of plenary session for a variety of reasons, such as illness, press of other responsibilities, or departure from the community.**

## COMMITTEE IV - COMMUNITY ENVIRONMENT, SCHOOL BUILDINGS AND FACILITIES

### THE BERKELEY COMMUNITY

The City of Berkeley is characterized by a diversity of racial and cultural groups. The community includes middle class education-oriented business and professional people; the University community; many citizens whose opportunity for education and cultural development has been severely limited in the past; elderly and retired persons, many of whom remember Berkeley's former status as a suburb; and a group of young people attracted by, but not necessarily part of, the University community, some of whom challenge the traditional values of our society. The diverse racial composition of the city appears to be stabilizing, with a school population of approximately 50% Caucasian, 41% Negro, and 9% other.

Integration of these various groups in our schools has been difficult for several reasons. Well-defined patterns of residential segregation still exist in our city. The University and adjacent central business district form a divisive wedge through the center of the city. What should be the northwest corner of Berkeley is not part of the city at all, leaving the northeastern hill area--the city's largest district of Caucasian-occupied homes--without any adjacent area of more modest housing.

The city was developed before the automobile became the dominant form of transportation, so that many streets which were quiet residential avenues are now major cross-town thoroughfares.

Many neighborhoods have long been without adequate parks and recreational facilities, leaving the schools as the only center of neighborhood identity and activity. There will be some improvement in this situation resulting from the City's capital improvement program. Planning for joint use of certain facilities evidences good cooperation between the City and the School District.

The size of the population has been relatively constant over the past thirty years. In our planning we have assumed that this will continue in the foreseeable future.

### EXISTING FACILITIES

Existing educational facilities, although improved as a result of a bond issue approved in 1962, are still severely deficient in the following respects:

1. Most elementary schools have inadequate play areas.
2. Many elementary schools, which are intended to serve as neighborhood schools, are located so that children must cross dangerous major streets to get to school.
3. Even the newest buildings fail to provide the flexible space needed for utilization of modern methods of teaching and varying class groupings.
4. Space for teacher preparation activity is lacking.
5. There is an inadequate number of permanent classrooms, so that a significant number of classes must be accommodated in temporary buildings and in space intended for other purposes such as auditoriums and cafeterias.

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6. Several major buildings are more than thirty-five years old and will soon require replacement or extensive renovation.
7. Administrative and service facilities are widely scattered with resulting inefficiencies.
8. As a result of a large number of small elementary schools there is wasteful duplication of facilities such as cafeterias, libraries, auditoriums, offices and health facilities. This situation requires wasteful travel time for special personnel and inhibits utilization of new electronic and mechanical teaching aids.
9. No facilities are available for the development of an adequate pre-kindergarten program.
10. Although present facilities provide for racial integration for grades 7-12 and for 21% of our pupils in grades K-6, the balance of our elementary students are attending substantially segregated schools.

Adoption of the recommendations in the following sections will centralize Berkeley's educational facilities on fewer and larger sites, thereby making possible the economic utilization of modern teaching methods and promoting the integration of the various racial and cultural groups which make up our city.

#### THE HIGH SCHOOL

Education for grades 9-12 should be conducted on a single central site. The present high school site is a good one. It is easily accessible by public transportation. Its location in the heart of the city is symbolic of the inter-relation between school and community. Utilization of resources of the adjacent city government and business community to enrich education is made possible by this location. Present West Campus facilities should ultimately be relocated on or adjacent to the present high school site. The present single-grade school at West Campus is not consistent with the development of flexible programs. Expanded library-study and recreational facilities should be developed on the high school grounds or adjacent thereto, so that students will be encouraged to linger after school hours to develop integrated peer group relationships.

It is recommended:

1. That the high school be accommodated on one expanded campus in the vicinity of the present central high school site.

#### THE MIDDLE SCHOOL

The two present junior high schools should be expanded into middle schools.\* The Garfield site, the largest now owned by the School District, offers space for such expansion without extensive additional land acquisition. In a few years there will be a new neighborhood park adjacent to the Willard site. The Willard School buildings are presently not being used to capacity. Space for the additional grades at

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\* By "middle school" is meant a school serving upper elementary and lower secondary grades. As examples, schools containing grades 4-8, 5-8 or 6-8 may be considered middle schools.

Willard could be provided with little or no land acquisition, if a new large multi-story main classroom building is constructed to replace the present main classroom building. This building is now relatively old and in need of replacement or major renovation. Implementation of this proposal would make maximum use of existing junior high school buildings and sites, extend racial integration, and eliminate overcrowding in the elementary schools.

It is recommended:

2. That two middle schools be established at expanded Garfield and Willard sites.\*

#### THE ELEMENTARY SCHOOL\*\*

The ideal size of elementary schools has never been determined. In Berkeley present school size is based on walking distance and not on educational efficiency. We found many indications that largeness has a positive effect on many aspects of school operation, and we found no substantiation for the notion that largeness inevitably has a negative effect on students.

The education revolution based on new technology and on new teaching techniques is only now beginning. Even the professional educator, while recognizing that the neighborhood school is an anachronism, is unable to state authoritatively the ideal size of its larger successor. It now appears certain that urban as well as rural children will be transported by school bus, but there is still no adequate background of experience to determine the impact of this type of pupil movement on school size.

However, certain elements peculiar to the elementary school make mass concentration of students less imperative than for middle and high schools. Library and recreational facilities needed by K-4 children are more modest. Three, four or five K-4 libraries could be created with little loss of efficiency when compared to a single large library facility. Computer-connected equipment can also be placed in four locations with nearly as great efficiency as on a single site.

This committee feels that three, four or five K-4 schools, optimally located along the center of the north-south axis of the city, would receive public acceptance and would serve the city well for many years to come. From the standpoint of pupil movement, the separate sites would be more convenient than a single site. Educationally, the units would be large enough to be efficient. Our alternative choice would be that of a single K-4 school located centrally in Berkeley.

It is of great importance that new schools not be tied to old buildings. When appropriate, present sites should certainly be used, and occasionally existing units may be incorporated into the new larger schools. However, we seek elementary schools that will win accolades for Berkeley--from architects and educators, but most of all from students and from the community.

It is recommended:

3. That a chain of elementary schools be established along the north-south axis of the city or, in the alternative, one central elementary school.

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\* By "middle school" is meant a school serving upper elementary and lower secondary grades. As examples, schools containing grades 4-8, 5-8 and 6-8 may be considered middle schools.

\*\* By elementary school is meant all grades below the middle school and above the preschool.

## NEIGHBORHOOD CENTERS

A new facility should be established in each neighborhood to fill the void left by removal of the neighborhood school. The neighborhood school is now often the only public building in the neighborhood, adding variety to the urban landscape and serving as a center for parent participation in community affairs and often as a study center. Its playground is a neighborhood recreational facility. When neighborhood schools are removed, a neighborhood center should be established within easy walking distance of each home. Each neighborhood would thus be provided with an attractive landscaped public building as a source of identity and a center for parent involvement, cultural activity and community organization. Portions of some retired schools could be used for such centers. Others could be established in conjunction with existing recreation centers and libraries. Responsibility for the establishment and maintenance of such centers should be with the City rather than the School District. Once neighborhoods have been integrated, facilities for pre-school education and day care could be established in conjunction with the centers to provide an additional unifying force for each neighborhood.

It is recommended:

4. That as elementary schools are centralized, neighborhood centers with libraries, meeting rooms, outdoor recreational and other community facilities be established by the City and the District within easy walking distance of each home in Berkeley.

## ADMINISTRATION AND SERVICE FACILITIES

Administration and service facilities are now spread over eleven sites, five on property owned by the School District and six on leased premises. Good economy requires that these activities be consolidated on a central site adjacent to other facilities wherever feasible.

It is recommended:

5. That administration and service facilities, including a curriculum center, be established on a central site.

## TRANSPORTATION

The centralization of educational facilities will present significant logistical problems. Transportation of students and faculty, delivery of cafeteria and school supplies, and refuse disposal must all be considered. Bus transportation for one-third of the students at the national average cost of \$40 per student per year would cost about 2% of the present school budget. Improved public transportation for the city as a whole would minimize the need for the schools to provide special transportation facilities. Some faculty parking should be provided at all larger sites. Logistical problems and costs should not be viewed as barriers to building an outstanding educational system. However, they must be recognized as detailed plans are made.\*

\* For preschool transportation see Savo Island Report, Appendix C, in the Report of Committee IV in Volume Two.

It is recommended:

6. That the School District accept responsibility for transportation of students in grades K-8 who live beyond a reasonable walking distance from school.

#### IMPLEMENTATION

No plan can achieve all objectives perfectly and better solutions may always be developed by further study. We need to improve and we need to begin, but we must regard no decision as final. We, therefore, do not recommend a one-time replacement of all our educational facilities. A gradual replacement and upgrading offers the greatest chance of providing the best facilities, both now and in the future.

Implementation of the program recommended does not require immediate massive capital expenditure. Certain things should be done now; others can be done later as existing facilities require replacement or as the apparent advantages of new facilities stimulate efforts to provide additional facilities more rapidly.

For the present, no new space should be added to existing neighborhood schools, except for those schools which would become part of the central elementary school chain. Additional classroom space presently needed in the District should be provided by removing the 6th grade from the elementary schools and beginning expansion of the junior high schools into middle schools. A preschool facility serving the entire city is needed now. We propose that the School District purchase the Savo Island property and establish a preschool facility there. Savo Island could also provide an excellent site for the administration service center which should be established now.\*

It is recommended:

7. That children's centers for preschool education and day care be established immediately on one central site, the centralized program to be re-evaluated as plans for the modification of elementary schools are developed.

#### ENVIRONMENTAL CONTROL

School facilities should be designed as controlled environments conducive to the learning process. Attractive well-landscaped facilities with personality and opportunity for privacy encourage a positive attitude toward learning. The school of the future may altogether abandon grades, standard classrooms and other traditional practices. Therefore, buildings must be designed to accommodate different groupings of students, individual study, and technological developments, and be sufficiently flexible to accommodate continuing change.

Current developments in the educational process and the current emphasis on the need to develop each child's full capabilities almost certainly spell the end of "one teacher, one classroom" schools. If this is true in general, it is even more imminent for Berkeley. The process of experimentation to meet these new needs has

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\* See Savo Island Report, Appendix C, in the Report of Committee IV in Volume Two.

just begun and can be expected to continue for many years. Berkeley cannot wait for a new educational philosophy to arrive and new school plant criteria to be developed and tested. The answer, then, should be flexibility--within rooms to meet day-to-day diversity in program and, on a larger scale, flexibility to modify entire arrangements of rooms and their mechanical systems or even to relocate buildings and spaces on a given site without losing the initial capital investment.

By pooling the efforts of industry, a number of school districts, and universities, the School Construction Systems Development system has achieved some success in this area in given situations (one-story schools on flat land). Immense additional effort would be required to achieve similar results in solving the need for multi-story systems to serve land-poor communities like Berkeley. However, the rewards would be great, the need is growing, and Berkeley should take any opportunity to support and encourage such a development.

School buildings of the future must stimulate the student and teacher through spatial organization and visual expression. Flexibility must be tempered by consideration of design and structure. We must try to envision the educational principles of the future and to meet their demands. That we may occasionally fall short of these goals does not free us from these endeavors.

New attitudes toward education have been formulated for a long time and education is in constant flux. Our Berkeley school buildings reflect little recognition of the need for adaptability for change. Our greatest architectural and financial efforts must go into the design of schools which will reflect social integration and flexibility.

It is recommended:

8. That each new facility be developed as an environment conducive to the learning process with flexibility for utilization of educational techniques of the future.
9. That we seek to interest other urban school districts in joining with us to draft specifications for and sponsor the development of a multi-level, flexible, portable school building system.

#### DISPOSITION OF EXISTING FACILITIES

Centralization of school facilities will release land now occupied by some of our elementary schools. We have already recommended that portions of the sites be retained for neighborhood centers. Remaining land will provide an exceptional opportunity to fill in gaps in our park system to serve the whole city. Use of the land for residential development should be considered next. Priority should be given to the development of residential accommodations suitable for persons who have been displaced by land acquisition for central facilities. Residential development could be designed to complement existing housing in the neighborhood and to further residential integration throughout the city.

The existing West Campus facility could be used for the continuation school program, adult education or it could be sold or leased.

## CITY MASTER PLAN

A master plan for education should be part of a well-thought-out comprehensive master plan for the city as a whole. We recommend that such a master plan be developed as a joint effort of the School District and the City, coordinated by the most qualified professionals available. It should seek ways to integrate the proposed changes to the school system into the fabric of the city in the manner most beneficial to Berkeley as a community.

Federal, State and private grants should be sought to carry out the master plan. The basis for obtaining these funds would be that Berkeley would undertake to find definitive solutions to the current problems of urban schools and segregation--problems which have invalidated the idea of neighborhood schools both as an educational concept and as a neighborhood planning concept.

We recognize that no plan for integration in the schools can go as far in developing meaningful integrated peer-group relationships as would occur in truly integrated neighborhoods. We, therefore, urge the City to do all in its power to preserve the presently integrated neighborhoods adjacent to LeConte, Washington, Willard, and Jefferson Schools, and to seek integration of other neighborhoods throughout the city.

### It is recommended:

10. That in the implementation of these proposals a physical master plan be developed as a joint effort of the School District and the City, coordinated by the most qualified professionals available.

RECOMMENDATIONS RELATING TO  
COMMUNITY ENVIRONMENT, SCHOOL BUILDINGS AND FACILITIES

(Approved by the School Master Plan Committee in plenary session  
by more than 75% vote unless otherwise noted)

It is recommended:

1. That the high school be accommodated on one expanded campus in the vicinity of the present central high school site.
2. That two middle schools be established at expanded Garfield and Willard sites.\*
3. That a chain of elementary schools be established along the north-south axis of the city.\*\*/+
4. That as elementary schools are centralized, neighborhood centers with libraries, meeting rooms, outdoor recreational and other community facilities be established by the City and the District within easy walking distance of each home in Berkeley.
5. That administration and service facilities, including a curriculum center, be established on a central site.
6. That the School District accept responsibility for transportation of students in grades K-8 who live beyond a reasonable walking distance from school.
7. That children's centers for preschool education and day care be established immediately on one central site, the centralized program to be reevaluated for integration into the elementary schools as plans for the modification of elementary schools are developed.+/++
8. That each new facility be developed as an environment conducive to the learning process with flexibility for utilization of educational techniques of the future.
9. That we seek to interest other urban school districts in joining with us to draft specifications for and sponsor the development of a multi-level, flexible, portable school building system.
10. That in the implementation of these proposals a physical master plan be developed as a joint effort of the School District and the City, coordinated by the most qualified professionals available.

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\* By "middle school" is meant a school serving upper elementary and lower secondary grades. As examples, schools containing grades 4-8, 5-8 or 6-8 may be considered middle schools.

\*\* By "elementary school" is meant all grades below the middle school and above the preschool.

+ Amended by the Master Plan Committee in plenary session.

++ Received approval by the Master Plan Committee in plenary session by more than 50% but less than 75% vote.

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## COMMITTEE V - DISTRICT RELATIONSHIPS

**Rev. William Porter**  
Chairman

**Lawrence Wells**  
Vice-Chairman

Mr. George Bond\*  
Mr. Elio Castillo  
Mr. Robert Gilmore  
Mrs. Janet Glading  
Mrs. Edward Gray  
Mrs. Claude Hogan  
Mrs. Mary Jane Johnson  
Mrs. Marguerite Johnston  
Mrs. Charles Patterson\*  
Mr. E. L. Raffetto  
Mr. William Rhodes

Mrs. Bonnie Rice  
Mrs. Herman Ruth  
Mr. Hugh Spitzer\*  
Mr. Luther Stemley  
Miss Mary K. Stiles  
Mrs. Mary Elizabeth Sullivan  
(deceased)  
Dr. J. S. Summersette  
Mr. Thomas Tait  
Mr. Charles Weikel  
Mr. Ernest Weiner

\* Members, many of whom made significant contributions, who were not members of the Committee at the time of plenary session for a variety of reasons, such as illness, press of other responsibilities, or departure from the community.

## COMMITTEE V - DISTRICT RELATIONSHIPS

### INTRODUCTION

The work of the past two years barely scratched the surface in considering the many and diverse relationships between the Berkeley Unified School District and other agencies and groups. In many areas individuals and organizations within the District already have developed effective relationships with the individuals and organizations both within and beyond the District. However, the potentialities for developing meaningful relationships are much greater than the actualities. Wider, deeper, continuous exploration of diverse relationships promises to yield enrichment for the schools and the community.

In some areas Berkeley has set up the structure for cooperation at the top level, e.g., school board representation on many city commissions. In other areas effective communication has been established at various levels among school, city and University personnel, the business community and parents. Too often, however, the relationships are dependent upon individual initiative and effectiveness. When staff changes occur or individuals fail to maximize the potentialities, the relationships do not contribute to the educational system. Effective working relationships must be built into the organizational structures, particularly at the working levels where the relationships will produce the greatest effect.

Avenues for regular contact at all levels should be facilitated and methods for finding new areas of common concern should be continually explored. There is limitless potential for useful exchange between the District and agencies and groups throughout the country and overseas.

Broader perspective will inevitably bring into focus such barriers to effective cooperation as laws, regulations, policies and prejudices. These barriers should not be passively accepted. The District must establish its goals and work toward them, preferably in cooperation with like-minded groups.

As a significant step toward achieving long-range objectives, the Board of Education should create standing advisory committees, with staff help and rotating membership, to keep the Board and the community abreast of developments, and to explore with foresight and imagination the possibilities for cooperative action in such promising areas as data processing, purchasing and services, transportation and other areas of overlapping concerns.

The variety of existing and potential District relationships is limitless, but several out of the many were chosen for concentrated study--libraries, the University of California, city government, and federal, state and county educational agencies.

It is recommended:

1. That immediate and intensive study be made of the possibilities for cooperation with other school districts, within and without the county, in matters such as automation, relations with the University of California, library coordination and other areas of common concern.
2. That standing citizen advisory committees to the Board of Education be established with staff support to give continuing advice and counsel in areas of specific community concern.

3. That the District work closely with citizen groups to effect the District's goals by social change in the field of education.

## LIBRARIES

Since education today is a life-long process in which books play a crucial role, city and school libraries should be considered together. Two separate library systems result in frequent duplication and often as a consequence, lead to gaps in some essential areas. School libraries are not open to the general public during the year and are closed even to students in the summer. Cooperation between the two systems is entirely dependent on individual efforts. The establishment of additional channels for more effective communication between school and city libraries is an immediate need. For the longer view, consideration should be given to city-school library unification and also to cooperation with other districts and media.

It is recommended:

4. That an independent study be made of the possibility of unification of the District library services and those provided by the Berkeley Public Library and that immediate attention be given to increased participation by the District libraries with the public libraries in the service of preschool children and the adult education program.
5. That the District's Library Center and Audio-Visual Department be reorganized into one administrative structure under the direction of a single coordinator.

## UNIVERSITY OF CALIFORNIA

Since the University of California is a vital part of Berkeley and since Berkeley is immediately available to the University, a more effective relationship should be developed. Through Berkeley schools more University students could sample career fields and more University research specialists test their findings. Every Berkeley school could be a "demonstration" school for innovations in some area of learning. Pupils and teachers, indeed the whole community, could be stimulated by creative use of the University's resources. Every effort should be made to expand existing avenues of communication and to discover new ones.

It is recommended:

6. That efforts be made to increase the usability of the library services of the University of California for Berkeley teachers and students.
7. That continuing discussions be held at the administrative level between the University of California and the District to improve existing relationships and to initiate new ones, on such subjects as increased systematic use of the University facilities, its faculty and students; adult education; creation of a secondary level demonstration school; expansion of centers for early childhood education; special high school programs; research and investigation and joint staffing at the technical level.

8. That cooperation between the University of California and the District in the recruitment and training of teachers be substantially increased with particular emphasis on improving the student teacher program.

#### THE CITY OF BERKELEY

Municipal government and the District share not only geographical boundaries, but also resources and problems. Joint action between the two has been limited. Consolidation of functions or cooperation could include data processing, corporation yard facilities, building maintenance, printing, purchasing, and finance. The overlapping in many areas of responsibility and the existence of so many possible relationships lead us to the conclusion that the potential for unification of the two entities of government should be seriously investigated.

It is recommended:

9. That a joint study be made of the desirability and feasibility of unification of Berkeley city government and the Berkeley Unified School District.
10. That a joint study be made of the possible areas for consolidation of or cooperation with the City of Berkeley in services, programs and facilities.
11. That there be more effective representation of school interests on City boards and commissions concerned with affairs affecting schools.

#### FEDERAL, STATE AND COUNTY GOVERNMENT

Independence of decision (local control) hangs in delicate balance by reason of increasing dependence on outside agencies for financial, technical and other support necessary to achieve local goals. Outside assistance often brings controls which limit a community in its local decision-making ability. This condition and the tensions it creates undoubtedly will continue and probably will increase. Two possibilities should be recognized. First, the well-being of the total educational program of the larger entity may require Berkeley to accept some degree of outside control. Second, Berkeley may need to take the lead in bringing about changes in and/or re-interpretation of laws, regulations, policies, and structures if such changes give promise of better educational practice. Many such changes are long overdue and are necessary to achieve a flexible approach to education in a changing world.

It is recommended:

12. That efforts be made to achieve revision of policies of federal agencies in the following respects:
  - a. Where federal funds do not require state matching, state approval should not be required.
  - b. Grants should be made in time to permit budgeting, procurement of equipment and supplies, recruitment and training of personnel and selection of students meeting criteria.
  - c. Grants should be continued beyond the demonstration period if the program proves of value and local or state financing is not possible or adequate.

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- d. The District should be allowed more flexibility in the use of federal funds.
- 13. That efforts be made to achieve revision of policies of state agencies in the following respects:
  - a. The Legislature should refrain from making definitive educational requirements.
  - b. The Legislature should seek to reduce from two-thirds to a simple majority requirement for passage of local school bond issues.
  - c. The state textbook program should be re-evaluated to determine if there is a better way to provide textbooks that will meet the varying needs of different school districts.
  - d. The State Board of Education should refrain from establishing rigid curriculum, but rather should concern itself with setting standards based on instructional objectives, acting as a statewide clearing house, undertaking research and assisting in research studies.
  - e. Credential requirements and tenure provisions of the Education Code should be periodically reviewed so as to meet the changing needs of education.
  - f. State financial support of education should be increased.
- 14. That there be a reassessment of the function of and need for the County Department of Education and the County Board of Education.

#### INDIVIDUAL ATTITUDES

Recognizing that individual attitudes are basic to establishing any policy or practice, some subjects deemed fundamental to present day school relationships were considered. These included religion, family, students and minorities.

Religion: The study of religions belongs in our schools in order that students may be aware of the dimensions of man's existence. Schools should communicate the value of faith and its diverse expressions. Students should be exposed to the role played by varying faiths in the history and development of man. However, religious exercises emphasizing one religion over others have no place in the classroom.

#### It is recommended:

- 15. That observances which tend to emphasize one religious tradition over others be eliminated from the schools.
- 16. That the curriculum include instruction in the value of commitment and its diverse expressions in our society and the historical, sociological, psychological, artistic and philosophical aspects of the religious dimension of man's experience.

Family: Education is the total life experience of the student, molded as much by the patterns of the home as by the programs of the school. We need to find new ways to develop closer contact between school and home and to involve more parents in education at all levels.

**It is recommended:**

17. That teachers be encouraged to become acquainted with the families of their students and to participate in neighborhood activities and civic affairs.
18. That more extensive and creative efforts be made to involve in the classroom persons having parental responsibility and that greater efforts be expended in the adult education aspects of parent involvement in the education of their children. A special effort should be made to involve men.

**Students:** Education is not a one-way street. It is a process whereby students and teachers should work together in mutual respect and interaction. The attitudes and suggestions of the student generation must be taken seriously in setting the patterns for educational programs in today's world. Specific formal structures should be developed for incorporating student thinking and feeling into the decision-making process.

**It is recommended:**

19. That efforts be made to develop among students more positive attitudes toward both sexes, particularly in family situations that involve only one parent.
20. That a formal program of consultation with students be implemented in which specific and general changes in the school program recommended by students are given careful consideration.
21. That educational and vocational counseling be based on the capacities and potentialities of the individual student and not upon any factors of group identification.
22. That there be compensatory treatment for those who have been deprived in the past, in order that they and their children may have equal opportunity in the future.

**Minorities:** Both desegregation of the schools and the integration of the educational program are essential. Healthy attitudes toward others and development of appreciation for the diversity of backgrounds and traditions should be among the important goals of the District in every phase of school life.

**It is recommended:**

23. That education be structured in such a way as to show respect and appreciation for the culture represented in the homes of students, and to present varying and expanding horizons of experience from which students may construct their own value systems.
24. That curriculum changes be adopted which will enhance the self-image of members of minority groups.
25. That there be even more active recruitment of teachers, especially men, from minority backgrounds, and that minority students be encouraged to enter the teaching profession.
26. That extracurricular activities be created that will bring together outside of the classroom those of diverse backgrounds.
27. That there be active consultation with minority groups in order that decisions may be made in the light of information gained from those involved.

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## RECOMMENDATIONS RELATING TO DISTRICT RELATIONSHIPS

(Approved by the School Master Plan Committee in plenary session  
by more than 75% vote unless otherwise noted)

**It is recommended:**

1. That immediate and intensive study be made of the possibilities for cooperation with other school districts, within and without the county, in matters such as automation, relations with the University of California, library coordination and other areas of common concern.
2. That standing citizen advisory committees to the Board of Education be established with staff support to give continuing advice and counsel in areas of specific community concern.
3. That the District work closely with citizen groups to effect the District's goals by social change in the field of education. \*
4. That an independent study be made of the possibility of unification of the District library services and those provided by the Berkeley Public Library and that immediate attention be given to increased participation by the District libraries with the public libraries in the service of preschool children and the adult education program.
5. That the District's Library Center and Audio-Visual Department be reorganized into one administrative structure under the direction of a single coordinator.
6. That efforts be made to increase the usability of the library services of the University of California for Berkeley teachers and students.
7. That continuing discussions be held at the administrative level between the University of California and the District to improve existing relationships and to initiate new ones, on such subjects as increased systematic use of the University facilities, its faculty and students; adult education; creation of a secondary level demonstration school; expansion of centers for early childhood education; special high school programs; research and investigation and joint staffing at the technical level.
8. That cooperation between the University of California and the District in the recruitment and training of teachers be substantially increased with particular emphasis on improving the student teacher program.
9. (deleted by the Master Plan Committee in plenary session)
10. That a joint study be made of the possible areas for consolidation of or cooperation with the City of Berkeley in services, programs and facilities.
11. That there be more effective representation of school interests on City boards and commissions concerned with affairs affecting schools.

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\* Received approval by the Master Plan Committee in plenary session by more than 50% but less than 75% vote.

12. That efforts be made to achieve revision of policies of Federal agencies in the following respects:
  - a. Where Federal funds do not require State matching, State approval should not be required.
  - b. Grants should be made in time to permit budgeting, procurement of equipment and supplies, recruitment and training of personnel and selection of students meeting criteria.
  - c. Grants should be continued beyond the demonstration period if the program proves of value and local or state financing is not possible or adequate.
  - d. The District should be allowed more flexibility in the use of Federal funds.
13. That efforts be made to achieve revision of policies of state agencies in the following respects:
  - a. The Legislature should refrain from making definitive educational requirements.
  - b. The Legislature should seek to reduce from two-thirds the requirement for passage of local school bond issues.\*
  - c. The state textbook program should be re-evaluated to determine if there is a better way to provide textbooks that will meet the varying needs of different school districts.
  - d. The State Board of Education should refrain from establishing rigid curriculum, but rather should concern itself with setting standards based on instructional objectives, acting as a statewide clearing house, undertaking research and assisting in research studies.
  - e. Credential requirements and tenure provisions of the Education Code should be periodically reviewed so as to meet the changing needs of education.
  - f. State financial support of education should be increased.
14. That there be a reassessment of the function of and need for the County Department of Education and the County Board of Education.
15. That observances which tend to emphasize one religious tradition over others be eliminated from the schools.\*\*
16. That the curriculum include instruction in the historical, sociological, psychological, artistic and philosophical aspects of the religious dimension of man's experience.\*
17. That teachers be encouraged to become acquainted with the families of their students and to participate in neighborhood activities and civic affairs.

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\* Amended by the Master Plan Committee in plenary session.

\*\* Received approval by the Master Plan Committee in plenary session by more than 50% but less than 75% vote.

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18. That more extensive and creative efforts be made to involve in the classroom persons having parental responsibility and that greater efforts be expended in the adult education aspects of parent involvement in the education of their children. A special effort should be made to involve men.
19. That efforts be made to develop among students more positive attitudes toward both sexes, particularly in family situations that involve only one parent.
20. That a formal program of consultation with students be implemented in which specific and general changes in the school program recommended by students are given careful consideration.
21. That educational and vocational counseling be based on the capacities and potentialities of the individual student and not upon any factors of group identification.
22. That there be compensatory treatment for those who have been deprived in the past, in order that they and their children may have equal opportunity in the future.
23. That education be structured in such a way as to show respect and appreciation for the culture represented in the homes of students, and to present varying and expanding horizons of experience from which students may construct their own value systems.
24. That curriculum changes be adopted which will enhance the self-image of members of minority groups.
25. That there be even more active recruitment of teachers, especially men, from minority backgrounds, and that minority students be encouraged to enter the teaching profession.
26. That extracurricular activities be created that will bring together outside of the classroom those of diverse backgrounds.
27. That there be active consultation with minority groups in order that decisions may be made in the light of information gained from those involved.